

92d CONGRESS }
2d Session }

LEGISLATIVE COUNSEL
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REPORT
No. 92-754

FOREIGN RELATIONS AUTHORIZATION
ACT OF 1972

REPORT
OF THE
COMMITTEE ON FOREIGN RELATIONS
UNITED STATES SENATE
TOGETHER WITH ADDITIONAL VIEWS
ON
S. 3526
TO PROVIDE AUTHORIZATIONS FOR CERTAIN AGEN-
CIES CONDUCTING THE FOREIGN RELATIONS OF THE
UNITED STATES, AND FOR OTHER PURPOSES



APRIL 20, 1972.—Ordered to be printed

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Calendar No. 724

92D CONGRESS }
2d Session }

SENATE

REPORT
No. 92-754

FOREIGN RELATIONS AUTHORIZATION ACT OF 1972

APRIL 20, 1972.—Ordered to be printed

Mr. FULBRIGHT, from the Committee on Foreign Relations,
submitted the following

REPORT

together with

ADDITIONAL VIEWS

[To accompany S. 3526]

The Committee on Foreign Relations, having had under consideration the authorization for fiscal year 1973 for certain agencies, reports the bill (S. 3526), to provide authorizations for certain agencies conducting the foreign relations of the United States, and for other purposes, and recommends that it do pass.

AUTHORIZATION OF APPROPRIATIONS

The bill authorizes appropriations for the Department of State, the United States Information Agency, the Arms Control and Disarmament Agency, and the Peace Corps as shown in the following table:

(1)

FOREIGN ASSISTANCE AUTHORIZATIONS, INCLUDING STATE DEPARTMENT, USIA, ACDA, AND PEACE CORPS

	Appropriation, fiscal year 1972	Authorization requested, fiscal year 1973	Committee action
TITLE I—DEPARTMENT OF STATE			
1) Administration of foreign affairs.....	\$275,401,000	\$289,453,000	\$289,453,000
(2) International organizations and conferences.....	159,782,000	188,263,000	188,263,000
(3) International commissions.....	14,050,000	18,226,000	18,226,000
(4) Educational exchange.....	46,130,000	59,200,000	59,200,000
(5) Migration and refugee assistance, general.....	8,690,000	8,212,000	8,212,000
Refugees from U.S.S.R.....			85,000,000
Total, Department of State.....	504,053,000	563,354,000	648,354,000
TITLE II—U.S. INFORMATION AGENCY			
(1) Salaries and expenses:			
(a) Radio activities.....	150,754,000	52,122,000	36,485,000
(b) Motion picture and television activities.....	116,150,000	15,928,000	11,150,000
(c) Press and publication activities.....	128,334,000	25,592,000	17,914,000
(d) Centers and related activities.....	133,529,000	29,623,000	29,623,000
(e) Program direction and general support, shared administrative expenses, and research and assessment.....	162,582,000	58,448,000	40,914,000
Total, salaries and expenses.....	179,000,000	181,713,000	136,086,000
(2) Salaries and expenses (foreign currency).....	13,000,000	12,500,000	12,500,000
(3) Special international exhibitions.....	3,706,000	5,036,000	5,036,000
(4) Acquisition and construction of radio facilities.....	1,100,000	1,000,000	1,000,000
Total, U.S. Information Agency.....	196,806,000	200,249,000	154,622,000
TITLE III—ARMS CONTROL AND DISARMAMENT AGENCY			
General.....	9,000,000	² 22,000,000	31,995,000
Seismic research.....			(9,995,000)
TITLE IV—PEACE CORPS			
General.....			77,000,000
Excess foreign currencies.....	³ 72,000,000	(⁴)	5,000,000
Total, State, USIA, ACDA, Peace Corps.....	781,859,000	⁵ 785,603,000	916,971,000

¹ These figures include a total of \$13,000,000 in foreign currency. No figures are available in dollars only for these activities in fiscal year 1972.

² Authorization request is for 2 fiscal years: fiscal year 1973 and fiscal year 1974.

³ In addition, \$2,600,000 in foreign aid funds (technical assistance) was transferred to ACTION by AID on Mar. 20, 1972, for support of Peace Corps activities in fiscal year 1972.

⁴ The request is for a permanent authorization of "such sums as may be necessary." The appropriation request for fiscal year 1973 is for \$88,027,000.

⁵ Does not include the appropriation request for the Peace Corps.

OTHER PROVISIONS OF THE BILL

In addition to the authorization of appropriations, the bill contains a number of other provisions.

1. It transfers the principal responsibility for seismic research from the Department of Defense to the Arms Control and Disarmament Agency.

2. It creates a commission to make a long-range, in-depth study of the governmental mechanisms and programs for the making and conduct of foreign policy.

3. It requires a 10% cutback within the next fiscal year of the number of U.S. Government personnel of certain agencies who are stationed abroad.

4. It prohibits distribution of U.S. Information Agency materials to the U.S. public.

5. It prohibits propaganda activity in behalf of foreign governments by U.S. agencies and requires attribution of all government information prepared for distribution abroad.

6. It establishes a grievance procedure for Foreign Service personnel.

7. It requires that promotion within the Foreign Service be based on individual merit as determined by impartial selection boards.
8. It repeals the provision in the Strategic and Critical Materials Stock Piling Act, as amended, allowing the importation of chromium ore from Rhodesia in violation of a U.N. Security Council decision.
9. It establishes a Bureau of North American Affairs and a Bureau of South American Affairs in the Department of State.
10. It requires Senate approval of persons given the personal rank of ambassador or minister.
11. It encourages more candid testimony to Congressional committees by witnesses from the foreign affairs agencies.
12. It prohibits the use of funds for the purpose of maintaining or supporting U.S. forces in hostilities in Indochina after December 31, 1972, subject to an agreement for the release of prisoners of war.

BACKGROUND

Until enactment of Public Law 92-226, the Department of State and the United States Information Agency (USIA) operated under a permanent authorization of appropriation. Public Law 92-226, approved February 7, 1972, calls for periodic authorizations of appropriations for the Department of State and USIA in order to assist the Congress in carrying out its legislative review functions. It provided in Section 401(b) that—

Notwithstanding any other provision of law, no appropriation shall be made to the Department of State under any law for any fiscal year commencing on or after July 1, 1972, unless previously authorized by legislation hereafter enacted by the Congress.

and in section 401(d) that—

Notwithstanding any other provision of law, no appropriation shall be made to the Secretary of State, or to any Government agency authorized to administer the provisions of this Act, under any law for any fiscal year commencing on or after July 1, 1972, unless previously authorized by legislation enacted by the Congress after the date of enactment of the Foreign Assistance Act of 1971.

The rationale for requiring periodic authorization for both the State Department and USIA was stated in the Committee report (S. Rept. 92-432) in these words:

A principal objective of the Legislative Reorganization Act of 1946, as amended, is to ensure more effective oversight and review by Congress of Executive Branch departments and agencies. Section 136 of the Act states that "... each Standing Committee of the Senate shall review and study, on a continuing basis, the application, administration, and execution of those laws, or parts of laws, the subject matter of which is within the jurisdiction of that Committee." This section further requires that after January 1, 1973, each Standing Committee must report biennially to the Senate on its legislative review activities.

The Committee on Foreign Relations has legislative jurisdiction over the operations of both the Department of State

and the United States Information Agency. Thus, requiring annual authorization for both will enable the Committee to carry out its oversight functions more effectively. It would also make both State and the USIA more responsive to the Committee and Congress. Much improvement is needed in this respect.

Pursuant to these provisions, the Senate on February 29, 1972, received from the Acting Secretary of State and the Director of USIA drafts of proposed legislation to authorize appropriations for the Department of State and for the USIA. Previously, on February 14, 1972, a message had been received from the President relating to the Arms Control and Disarmament Agency (ACDA) authorization and subsequently on March 21 a communication was received from the Director of ACTION relative to authorizations for the Peace Corps, VISTA, and other programs, which was referred jointly to the Foreign Relations and Labor and Public Welfare Committees, which have decided to deal separately with the international and domestic operations of ACTION.

COMMITTEE ACTION

A series of hearings on these various authorization requests was scheduled during March and early April, as follows:

ON THE STATE DEPARTMENT AUTHORIZATION

Mar. 8, 1972-----	Secretary of State William P. Rogers and William B. Macomber, Jr., Deputy Under Secretary for Management.
Mar. 9, 1972 (a.m.)----	Martin J. Hillenbrand, Assistant Secretary for European Affairs; William B. Macomber, Jr., Deputy Under Secretary for Management; and Winthrop G. Brown, Acting Assistant Secretary for East Asian and Pacific Affairs.
Mar. 9, 1972 (p.m.)----	Charles A. Meyer, Assistant Secretary for Inter-American Affairs; Joseph J. Sisco, Assistant Secretary for Near Eastern and South Asian Affairs; David D. Newsom, Assistant Secretary for African Affairs; and William B. Macomber, Jr., Deputy Under Secretary for Management.
Mar. 10, 1972 (a.m.)---	Samuel De Palma, Assistant Secretary for International Organization Affairs; John Richardson, Jr., Assistant Secretary for Educational and Cultural Affairs.
Mar. 10, 1972 (p.m.)--	Willis C. Armstrong, Assistant Secretary for Economic Affairs; Ronald I. Spiers, Director, Bureau of Politico-Military Affairs; and Ray S. Cline, Director, Bureau of Intelligence and Research; and William B. Macomber, Jr., Deputy Under Secretary for Management.

ON THE ACDA AUTHORIZATION (S. 3200)

Mar. 16, 1972----- Gerard C. Smith, Director; Philip J. Farley, Deputy Director; and Sanford Menter, Executive Director, all of Arms Control and Disarmament Agency; Joseph S. Clark, Coalition on National Priorities and Military Policy and Its Task Force on Arms Control and Disarmament; and Adrian S. Fisher, Arms Control Association.

ON THE USIA AUTHORIZATION

Mar. 20, 1972----- Frank Shakespeare, USIA Director.
Mar. 21, 1972----- Jay W. Gildner, Assistant Director, West Europe, and Kempton B. Jenkins, Assistant Director, Soviet Union and Eastern Europe.
Mar. 21, 1972----- Assistant Directors of USIA: Leslie A. Squires, South Asia; Kent Crane, East Asia/Pacific; Darrell C. Carter, Latin America; Michael Pistor, Near East and North Africa; Gordon Winkler, Africa; and Ben Posner, Administration.
Mar. 23, 1972----- Assistant Directors of USIA: Kenneth R. Giddens, Voice of America; Bruce Herschensohn, Screen Services; and Henry Loomis, Deputy Director.
Mar. 23, 1972----- Assistant Directors of USIA: Harold F. Schneidman, Information Center Service; Lyle D. Compann, Press and Publications; Ben Posner, Administration; and Deputy Director, Henry Loomis.

ON BOTH STATE AND USIA AUTHORIZATION

Mar. 23, 1972----- American Foreign Service Association members: William C. Harrop, F. Allen Harris, Thomas D. Boyatt, and Mrs. Barbara J. Good; and Leo Albert of Association of American Publishers.

ON PEACE CORPS AUTHORIZATION

Apr. 7, 1972----- Joseph H. Blatchford, Director of ACTION; and Thomas Scanlon, a former Peace Corps Volunteer.

In addition, the Committee on Foreign Relations has had referred to it the following measures related to these agencies:

A request, February 11, 1971, from the State Department for legislation to lower the mandatory retirement age for career ministers (S. 999);

A request, February 29, 1972, from the State Department for legislation to strengthen and improve its organization (S. 3321);

A request, March 6, 1972, from USIA for certain basic authority (point-of-order legislation);

S. 2659, a bill to provide for a procedure to investigate and render decisions and recommendations with respect to grievances and appeals of employees of the Foreign Service;

S. 3142, a bill to authorize the Secretary of State to furnish assistance for the resettlement of Soviet Jewish refugees in Israel; and

S. 3308, a bill to provide that the Peace Corps may use foreign currencies during fiscal year 1972 for its expenses in foreign countries.

The hearings on these measures have been printed in separate volumes as follows: Department of State Appropriations Authorization, FY 1973; USIA Appropriations Authorization, FY 1973; Peace Corps Appropriation Authorizations, FY 1973; Arms Control and Disarmament Act Amendments; and U.S. Foreign Service Grievance and Appeals Procedures.

The above measures, together with certain other related measures and amendments proposed by Senators were combined with the proposed authorization to afford the Committee and the Senate a more complete overview of operations of the foreign affairs agencies of the Executive Branch.

The Committee proceeded to mark up the omnibus measure on April 10, 11, 12, 13, and 17, 1972 and on April 17 voted to report the bill favorably to the Senate by a vote of 15 to 0. Voting in the affirmative were Senators Fulbright, Sparkman, Mansfield, Church, Symington, Pell, McGee, Muskie, Spong, Aiken, Case, Cooper, Javits, Scott, and Percy.

COMMITTEE COMMENTS

The Committee undertook this new responsibility to authorize periodic appropriations for the Department of State and the United States Information Agency in order to carry out more effectively its oversight responsibilities under the Legislative Reorganization Act and to make the Department and the Agency more responsive to Congress. The Committee believes that the first objective has been well served. As to the second, the results cannot yet be evaluated with precision. But the results thus far are not encouraging. For example, the Committee was refused access to the U.S. Information Agency's "Country Program Memoranda" by the President, who invoked executive privilege as a justification for refusing to provide the documents. This is discussed in more detail in the section relating to the USIA. On the whole, however, the Committee believes that the exercise has been a beneficial one for both the Congress and the Executive Branch.

The principal focus of the hearings on the authorization requests was in developing information on the nature, size and cost of the governmental machinery for the making and conduct of foreign policy. The process has been educational but disturbing. The results of the Committee's study this year make it apparent that the present foreign policy machinery does not serve the Executive Branch, Congress, or the public, which pays the bills. The Committee has concluded that, since the problem of creating a more effective system

for the making and conduct of foreign policy cuts across so many lines within both the Executive Branch and the Congress, the only effective approach is through a high-level study commission. The proposal for such a study commission was made to the Committee through the joint, bipartisan efforts of Senators Fulbright and Aiken. Senator Aiken had served on the original Hoover Commission and his co-sponsor of the proposal was particularly reassuring with respect to the need for such a study commission at this time. The Committee adopted the Fulbright-Aiken proposal unanimously.

In the period since World War II the number of agencies involved in foreign policy matters has proliferated greatly. Of the 21,814 U.S. civilian employees serving overseas on December 31, 1971, only 3,409 are engaged in regular State Department activities. The activities abroad of a number of the agencies with deep involvement in foreign policy, such as the CIA and the Department of Defense, are carried on without effective Congressional oversight or control from the standpoint of their impact on foreign policy. The tables below illustrate the multiplicity of agencies with representation abroad. The personnel of each agency are, on paper, under the jurisdiction of the local U.S. Ambassador. In practice, however, this is but a thin fiction.

[illegible]

¹ Excludes staffs of the Department of Defense and other elements, public disclosure of which is prohibited.

LOCATIONS OF PERSONNEL OF 12 AGENCIES WITH SMALL STAFFS OVERSEAS

	United States	Foreign		United States	Foreign
American Battle Monuments Commission:			GSA:		
Belgium	4	37	Germany	2	
France	22	173	Japan	1	1
Italy	4	39	Ryukyus	4	1
Luxembourg	2	10	Philippines	1	
Mexico	1	2	Vietnam	2	1
Netherlands	2	19	Total	10	3
Philippines	2	44	HUD: France	1	
Tunisia	2	10			
United Kingdom	2	14	Interior:		
Total	41	348	Belgium	3	
AEC:			Germany	1	
Belgium	5		Japan	3	1
Brazil	1		Total	7	1
France	3		Labor: Ryukyus	3	
Japan	3		National Science Foundation:		
United Kingdom	2		Japan	3	2
Total	14	0	Smithsonian: Tunisia	1	
Environmental Protection Agency:			TVA:		
Japan	5		Sweden	1	
Export-Import Bank:			Switzerland	3	
Austria	1		Total	4	
Hong Kong	1	1	VA: Philippines	22	275
Total	2	1			

Source: Department of State.

In addition to the civilian agency personnel listed, as of September 30, 1971, there were 3,210 people from the Defense Department abroad serving as military attaches or connected with military aid programs. The proliferation of activities abroad by other agencies is illustrated also by overseas spending. Of the \$6,021,635,000 spent abroad by U.S. Government agencies in FY 1971, only \$153,577,000, or two percent, was attributable to the Department of State. This is shown on the table below:

Report on overseas expenditures, fiscal year 1971

[In thousands of dollars]

<i>World-Wide Summary</i>	<i>U.S. dollars</i>
Agency for International Development.....	91, 938
Agriculture, Department of.....	5, 218
American Battle Monuments Commission.....	483
Atomic Energy Commission.....	8, 579
Civil Service Commission.....	22, 654
Commerce, Department of.....	4, 666
Defense, Department of.....	4, 811, 600
Export-Import Bank of Washington.....	4, 899
General Services Administration.....	197
Health, Education and Welfare, Department of.....	273, 879
Interior, Department of.....	46, 809
Justice, Department of.....	3, 860
Labor, Department of.....	1, 160
Library of Congress.....	145
National Aeronautics and Space Administration.....	22, 704
National Science Foundation.....	2, 561
Panama Canal.....	53, 385
Peace Corps.....	14, 842
Post Office Department.....	29, 378
Railroad Retirement Board.....	13, 097
State, Department of.....	153, 577
Tennessee Valley Authority.....	11, 848
Transportation, Department of.....	13, 503
Treasury, Department of.....	2, 013
United States Information Agency.....	33, 352
Veterans Administration.....	76, 888
Subtotal.....	5, 708, 235
Expenditures of certain foreign currency which was purchased with dollars from Commercial sources other than the Department of Defense.....	+ 313, 400
Total.....	6, 021, 635

Source: Department of State.

The Committee recommendation for creation of the Commission would have the Congress make the following statement concerning this state of affairs:

The Congress finds that during the last quarter of a century there has been a proliferation of agencies of the United States Government with respect to the formulation, management, and conduct of, and the collection of information relating to, the Nation's foreign policy. This proliferation has resulted in the diminution of both the President's and the Congress' respective powers with respect to the formulation and implementation of foreign policy, the less effective coordination and control of such policy, the distortion of traditional policy-making processes, and the waste of the taxpayers' money through overlapping of functions and duplication of effort. It is the purpose of this act to establish a study commission which will submit findings and recommendations to provide a more effective system for the formulation and implementation of the Nation's foreign policy.

There has not only been a proliferation of agencies directly involved in foreign affairs, but there has been a corresponding growth in the amount of input in the policy-making process by non-foreign affairs

agencies. For example, the Treasury Department, through control of our balance of payments, import and international development bank policies, has a great impact on foreign policy generally. Through Public Law 480, the Agriculture Department has a significant voice in the foreign aid program. And on down the government organization chart. The following list of agencies with interests in international economic affairs and the number of personnel and the costs devoted by each to looking after its interests in the field of foreign economic policy reveals the multiplicity of interests involved throughout the Executive Branch:

AGENCIES WITH INTERESTS IN INTERNATIONAL ECONOMIC POLICY

	Full-time employees in permanent positions June 30, 1971	Obligations incurred in fiscal year ending June 30, 1971
Atomic Energy Commission, Division of International Activities.....	84	\$1,400,000
Civil Aeronautics Board, International Economic Affairs.....	58	1,115,000
Council on International Economic Policy.....	129	1,130,000
Export-Import Bank.....	358	2,912,221,000
Federal Reserve Board: Division of International Finance.....	75	1,479,000
Overseas Private Investment Corporation.....	127	1,488,000
Special Representative for Trade Negotiations.....	30	633,000
Tariff Commission.....	248	4,452,000
Departments of:		
Agriculture:		
Public Law 480.....		702,500,000
Foreign Agricultural Service.....	735	27,482,000
Export Marketing Service.....	189	3,684,000
Foreign Economic Development Service.....	111	6,004,000
Consumer & Marketing Service.....	7	196,000
Agricultural Research Service.....	48	1,303,000
Other.....	126	4,252,000
Commerce:		
Bureau of International Commerce.....	1,168	31,241,000
Office of Foreign Direct Investment.....	134	2,846,000
U.S. Travel Service.....	78	4,669,000
Bureau of Domestic Commerce.....	300	5,500,000
Social and Economic Statistics Administration.....	350	5,053,000
Interior:		
Oil Import Administration.....	19	403,000
Office of Oil and Gas.....	20	676,000
Labor: International Labor Affairs.....	32	518,000
State (overseas and domestic).....	2,308	38,187,000
(of which were foreign local employees).....	(1,176)	
Agency for International Development.....	13,477	1,995,803,000
Transportation: Office of International Programs.....	31	440,000
Treasury: Assistant Secretary for International Affairs.....	332	8,035,000

¹ Data are for fiscal year ending June 30, 1972.

Source: Department of State.

The interests within the Executive Branch on foreign policy issues are so broad and diverse that the traditional processes for decision-making no longer work. Most significant foreign political, military, and economic policy issues are decided through the systems set up under the National Security Council and the International Economic Policy Council, whose personnel refuse to appear before Congressional committees. A review of the legislative history of the National Security Act, which established the National Security Council, indicates that the Congress did not intend for the Council to become, as it has, the principal mechanism for the formation and direction of foreign policy. The National Security Council was established to deal with national security matters, essentially military issues, not to run the nation's foreign policy. The International Economic Policy Council does not have a statutory base but was created by administrative action. Both

of these organizations have grown in power and influence at the expense of Congress and the traditional policy-making processes.

Although the power of the NSC and the IEPC are increasing in the making and implementation of foreign policy, there is still no single focal point within the Executive Branch for the making of decisions relating to the use of resources by the foreign affairs agencies. The Office of Management and Budget does not weigh the proposed programs of the various agencies against each other. The Director of that office declined an invitation to testify as to the role of OMB in balancing priority demands of various agencies in the field of foreign policy. And there is no single place in the Executive Branch for the systematic establishment of priorities for use of our nation's resources for foreign policy purposes. And, in Congress, because of the number of committees involved in the authorization and appropriations processes, there is also no one focal point for Congressional oversight. In effect, the apparatus for foreign policy is like a bureaucratic no-man's land, with every agency pursuing, to a significant extent, its own objectives without effective control by either Congress or the Executive Branch.

Only a high-level study commission, as recommended by the Committee, can cut across all of the lines involved within both Congress and the Executive Branch and arrive at sound recommendations for creation of a more effective system. The Commission's mandate would be broad as can be seen from the following language:

Sec. 3. (a) The Commission shall study and investigate the organization, methods of operation, and powers of all departments, agencies, independent establishments, and instrumentalities of the United States Government participating in the formulation and implementation of United States foreign policy and shall make recommendations which the Commission considers appropriate to provide improved governmental processes and programs in the formulation and implementation of such policy, including, but not limited to, recommendations with respect to—

(1) the reorganization of the departments, agencies, independent establishments, and instrumentalities of the executive branch participating in foreign policy matters;

(2) more effective arrangements between the Executive Branch and Congress, which will better enable each to carry out its Constitutional responsibilities;

(3) improved procedures among departments, agencies, independent establishments, and instrumentalities of the United States Government to provide improved coordination and control with respect to the conduct of foreign policy;

(4) the abolition of services, activities, and functions not necessary to the efficient conduct of foreign policy; and

(5) other measures to promote economy, efficiency, and improved administration of foreign policy.

It is the Committee's intention that the Commission shall have the authority to study both programs and machinery of all agencies

which have an impact on the making and conduct of foreign policy, including those not traditionally classified as foreign affairs agencies. The Committee expects the Commission to devote special attention to the problems of arrangements between Congress and the Executive Branch on foreign policy matters, including Congressional access to information, the availability of Executive Branch personnel to testify before committees, the impact of the security classification system on Congress, and other such problems. The Committee expects the Commission's study to be unhurried and in depth. It will be essential for the Commission to have adequate staff to conduct thorough investigations and analyses of the many complex issues involved. The Committee expects the Commission to seek out and find for the project the best talent the nation has to offer.

The Committee believes that this Commission, if it carries out the broad mandate provided, will lead to creation of a more effective system for the management of the nation's foreign affairs, which will redound to the ultimate benefit of Congress, the Executive Branch, and the American people.

SECTION-BY-SECTION ANALYSIS ¹

TITLE I—DEPARTMENT OF STATE

Sec. 101 (a) authorizes the appropriation of funds for the operation of the Department of State for fiscal year 1973. The total of the amounts provided in subsections (1) through (5) and Section 101 (b) for various activities is \$648,354,000 broken down as follows:

Section 101(a):	
(1) Administration of Foreign Affairs.....	\$289,453,000
(2) International Organizations and Conferences.....	188,263,000
(3) International Commissions.....	18,226,000
(4) Educational Exchange.....	59,200,000
(5) Migration and Refugee Assistance, general.....	8,212,000
Section 101(b) Refugees from the USSR.....	85,000,000

Total, Department of State.....	648,354,000
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Sec. 101(a)(1) Administration of Foreign Affairs (\$289,453,000).

For Administration of Foreign Affairs, the State Department is requesting \$289,453,000 and the Committee approved the full amount. This is the largest single item in the Department's budget because it covers almost all the salaries of Department employees at home or abroad. It also includes other expenses, such as conduct of diplomatic and consular relations with foreign countries, conduct of diplomatic relations with international organizations, acquisition, operations and maintenance of facilities including office space and living quarters for American staff abroad, funds of relief and repatriation loans and for other emergencies of the Department, and payments to the Foreign Service Retirement and Disability Fund.

The table below gives a breakdown of the major categories of expenses, together with a comparison with FY 1972.

DEPARTMENT OF STATE—COMPARISON OF 1973 ESTIMATES WITH 1972 APPROPRIATIONS

Appropriations	1972	1973	Increase or decrease
ADMINISTRATION OF FOREIGN AFFAIRS			
I. Salaries and expenses.....	\$244,750,000	\$250,820,000	+\$6,070,000
II. Representation allowances.....	993,000	993,000	-----
III. Acquisition, operation, and maintenance of buildings abroad.....	18,750,000	27,127,000	+8,377,000
IV. Acquisition, operation, and maintenance of buildings abroad (special foreign currency program).....	6,850,000	6,455,000	-395,000
V. Emergencies in the diplomatic and consular service.....	2,100,000	2,100,000	-----
VI. Payment to Foreign Service retirement and disability fund.....	1,958,000	1,958,000	-----
Total.....	275,401,000	289,453,000	+14,052,000

¹ Information furnished by the Executive Branch is shown by indentation.

Salaries and Expenses (\$250,820,000)

The salaries and expenses category is the principal account for State Department operations. It covers most of the day-to-day costs of operating the Department, whose largest single expense is salaries and support of its employees in the U.S. and overseas. As the ten-year history below shows, there has been a reduction in State Department employees since FY 1969. For FY 1973 a small increase of 126 persons is anticipated bringing to 13,362 the number of employees during FY 1973.

10-YEAR HISTORY

Year	Positions				Amount
	Domestic	Overseas		Total	
		Americans	Locals		
1964	4,545	4,594	5,673	14,812	\$153,000,000
1965	4,397	4,628	5,668	14,693	171,145,000
1966	4,500	4,567	5,772	14,839	179,660,000
1967	4,559	4,577	5,807	14,943	190,400,000
1968	4,671	4,395	5,530	14,596	195,699,000
1969	4,679	4,120	5,242	14,041	207,095,600
1970	4,682	3,854	5,159	13,695	224,550,251
1971	4,606	3,805	5,030	13,441	233,687,000
1972	4,386	3,765	5,085	13,236	244,750,000
1973 (estimate)	4,477	3,782	5,103	13,362	250,820,000

The distributions of persons and funds by major offices and bureaus is illustrated in the following State Department table:

SUMMARY BY OFFICE

Office or bureau	1971 actual		1972 estimate		1973 estimate	
	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount
Operating expenses:						
Office of the Secretary.....	410	\$1,606,155	424	\$1,497,100	438	\$1,538,600
Office of Protocol.....	46	59,400	46	60,800	46	60,800
International Scientific and Technological Affairs.....	44	257,931	44	248,100	59	317,100
Congressional Relations.....	25	45,425	25	45,500	25	45,500
Legal Adviser.....	103	251,900	103	229,400	103	229,400
Economic Affairs.....	216	310,200	220	314,700	220	319,700
Intelligence and Research.....	324	704,841	324	905,100	324	1,105,100
African Affairs.....	1,307	10,093,200	1,312	10,492,900	1,312	10,930,500
Near Eastern and South African Affairs.....	1,220	5,919,264	1,237	6,495,400	1,255	7,098,500
East Asian and Pacific Affairs.....	1,609	7,477,617	1,630	8,058,200	1,637	9,134,600
Inter-American Affairs.....	1,716	10,434,400	1,725	10,972,500	1,725	11,693,100
European Affairs.....	2,955	16,856,300	2,980	17,836,200	2,989	19,825,400
International Organization Affairs.....	174	441,404	175	345,500	185	380,200
Public Affairs.....	114	812,900	116	796,400	119	908,600
Management:						
Security and Consular Affairs.....	671	4,505,791	705	5,484,900	734	6,704,400
Foreign Service Institute.....	308	1,481,183	307	1,748,000	307	1,821,400
Deputy Under Secretary for Management.....	420	1,418,345	423	1,572,200	423	2,263,000
Administration:						
Office of Security.....	221	4,036,770	221	3,979,000	221	4,028,700
Office of Communications.....	406	9,269,099	406	9,907,600	406	9,904,900
Assistant Secretary for Administration.....	575	5,996,942	570	6,067,800	570	6,360,000
Total, operating expenses.....	12,864	81,979,067	12,993	87,057,300	13,098	94,669,600
Adjustment for lapse on continuing positions:						
Americans.....	461		443		443	
Locals.....	137		145		145	
Worldwide accounts:						
American salaries.....		141,954,684		148,348,700		149,185,500
Postassignment travel.....		10,018,200		9,707,700		10,056,900
Total obligations.....	13,462	233,951,951	13,581	245,113,700	13,686	253,912,000
Deduct Comparative Transfer from MECEA.....	-21	-496,213	-21	-466,000		
Presidential reduction—Directive, Aug. 15, 1971.....			-324	-1,557,000	-324	-3,092,000
Unobligated balance.....		215,616		1,557,000		
Appropriation transfer to GSA.....		15,646		102,300		
Appropriation or estimate.....	13,441	233,687,000	13,236	244,750,000	13,362	250,820,000

Of the \$250,820,000 for salaries and expenses for FY 1973, \$146,266,500 (or approximately $\frac{3}{5}$) is expected to go for salaries and \$104,533,500 (or approximately $\frac{2}{5}$) for office operating expenses, as the following table shows:

DEPARTMENT OF STATE
SALARIES AND EXPENSES

SUMMARY OF INCREASES AND DECREASES, 1973

Appropriation, 1972.....	\$244,750,000
Estimate, 1973.....	250,820,000
Increase.....	6,070,000

	Positions			Amount			
	Ameri- cans	Locals	Total	American salaries	Post assignment travel	Operating expenses	Total
Appropriation, 1972.....	8,469	5,091	13,560	\$148,003,700	\$9,707,700	\$87,038,600	\$244,750,000
President's reduction—directive, Aug. 15, 1971.....	-318	-6	-324	-2,919,000		-173,000	-3,092,000
Transfer to "Operating expenses, Public Buildings Service," General Services Administration.....						-102,300	-102,300
Comparative transfer from "Mutual educational and cultural exchange activities," 1972.....	+21		+21	+345,000		+121,000	+466,000
Net program increase, 1973.....	+87	+18	+105	+836,800	+349,200	+7,612,300	+8,798,300
Estimate, 1973.....	8,259	5,103	13,362	146,266,500	10,056,900	94,496,600	250,820,000
Increase in appropriation.....	+87	+18	+105	-1,737,200	+349,200	+7,458,060	+6,070,000

Note: The above schedule reflects the estimated amounts to be reduced as a result of the President's directive to reduce employment in fiscal year 1972. The separate office requests which follow do not include these reductions. The Department is applying the President's reduction on a selective basis and through attrition.

Representation allowance (\$993,000)

As the following ten-year history shows, this item has remained substantially unchanged since FY 1965.

10-YEAR HISTORY

Year:	Amount
1964.....	\$973,000
1965.....	993,000
1966.....	993,000
1967.....	993,000
1968.....	993,000
1969.....	993,000
1970.....	992,444
1971.....	993,000
1972.....	993,000
1973 (estimate).....	993,000

BUDGET SUMMARY

Appropriation, 1972.....	\$993,000
Estimate, 1973.....	993,000
Increase.....	

These funds are used for advancing U.S. interests through formal and informal contacts with foreign officials and nationals. Such contacts are invaluable to our diplomatic establishment overseas as sources of factual data and opinions on which to base intelligent appraisals of other countries policies and as a way to promote understanding of U.S. policies.

The table below gives a breakdown of the number of persons and areas which share this amount and illustrates how stringent it is by the fact that the overall average allowance per officer for FY 1973 will be \$494.

REQUIREMENTS BY AREA AND CATEGORY OF OFFICER, 1973

	Chiefs of mission and charges at diplomatic posts	Ranking subordinates	Other officers at missions	Officers at consular posts	Total
Number of positions:					
African affairs	40	33	164	50	287
Near Eastern and South Asian affairs	22	18	216	80	336
East Asian and Pacific affairs	14	15	241	87	357
Inter-American affairs	23	23	327	120	493
European affairs	26	26	364	120	536
Total	125	115	1,312	457	2,009
Average allowance:					
African affairs	\$2,005	\$706	\$240	\$422	\$571
Near Eastern and South Asian affairs	3,036	1,178	226	377	1,497
East Asian and Pacific affairs	4,307	1,313	187	286	1,420
Inter-American affairs	4,809	1,087	162	203	1,432
European affairs	4,573	1,577	250	398	1,558
Total amount:					
African affairs	80,200	23,300	39,400	21,100	164,000
Near Eastern and South Asian affairs	66,800	21,200	48,800	30,200	167,000
East Asian and Pacific affairs	60,300	19,700	45,100	24,900	150,000
Inter-American affairs	110,600	25,000	53,100	24,300	213,000
European affairs	118,900	41,000	91,300	47,800	299,000
Total	436,800	130,200	277,700	148,300	993,000
Overall average	3,494	1,132	212	325	494

¹ Bureau average.

SUMMARY OF REQUIREMENTS BY CATEGORY OF OFFICER

	1972	1973	Difference
Chiefs of mission and charges at diplomatic missions	\$436,800	\$436,800	
Ranking subordinates	130,200	130,200	
Other officers at missions	277,700	277,700	
Officers at consular posts	148,300	148,300	
Total	993,000	993,000	

Indeed, the Committee is concerned that this amount may be insufficient, especially taking into account the inflationary spiral of the last ten years. The Committee is undertaking a study of what other nations spend on similar functions to be ready to propose a readjustment next year, if this should be desirable.

Acquisition and Maintenance of Buildings Abroad (\$27,127,000)

Pursuant to the Foreign Service Buildings Act of 1926, as amended, the Department of State has had responsibility for the acquisition, construction, operation and maintenance of office space and, where necessary, living quarters, for American personnel overseas, including that of other agencies. Under this program, the United States has obtained holdings of over 1,600 buildings, located in 238 principal cities, and estimated to be worth close to \$600,000,000.

The latest ten-year history of this program, together with the budget summary and highlights of budget changes, follows:

10-YEAR HISTORY

Year	Positions			Total	Amount
	Domestic	Overseas			
		Americans	Locals		
1964.....	73	20	40	133	\$18,125,000
1965.....	71	16	27	114	18,125,000
1966.....	71	16	27	114	19,125,000
1967.....	71	16	23	110	15,500,000
1968.....	71	16	23	110	13,350,000
1969.....	71	16	20	107	12,500,000
1970.....	62	13	19	94	13,335,110
1971.....	62	13	19	94	14,300,000
1972.....	62	10	17	89	18,750,000
1973 (estimated).....	62	10	17	89	27,127,000

BUDGET SUMMARY

Appropriation, 1972.....	\$18,750,000
Estimate, 1973.....	27,127,000
Increase.....	8,377,000

Program by activities	1972	1973	Increase or decrease
Acquisition, development, and construction:			
Africa.....	\$324,000	\$1,100,000	+\$776,000
American Republics.....	8,999,000	160,000	-8,839,000
East Asia and Pacific Affairs.....	99,000	8,500,000	+8,401,000
Europe.....	419,000	1,175,000	+756,000
Near East and South Asia.....	1,100,000	3,337,000	+2,237,000
Total.....	10,941,000	14,272,000	+3,331,000
Operations:			
Minor improvements.....	636,000	636,000	-----
Leasehold payments.....	643,000	564,000	-79,000
Operation of buildings.....	6,328,000	6,680,000	+352,000
Maintenance and repair of buildings.....	3,660,000	4,000,000	+340,000
Furnishings and equipment:			
Newly acquired or constructed projects.....	350,000	350,000	-----
Additional, replacements, and repairs.....	1,272,000	1,500,000	+228,000
Project supervision.....	542,000	554,000	+12,000
Administration.....	1,539,000	1,561,000	+22,000
Total.....	14,970,000	15,845,000	+875,000
Total obligations.....	25,911,000	30,117,000	+4,206,000
Deduct:			
Unobligated balance brought forward.....	-2,766,000	-30,000	+2,736,000
Anticipated proceeds of sale of real property and miscellaneous receipts.....	-4,425,000	-2,960,000	+1,465,000
Add: Unobligated balance carried forward.....	+30,000	-----	-30,000
Appropriation or estimate.....	18,750,000	27,127,000	+8,377,000

The increases and decreases by activity presented by the administration are as follows:

ACQUISITION, DEVELOPMENT AND CONSTRUCTION +3,331,000

This program is funded by a combination of appropriated funds, unobligated funds carried over from the preceding fiscal year, and funds derived from the sale of excess properties abroad.

Africa +\$776,000.—The net increase will provide for initiating construction of an office building in Dakar, Senegal at \$1,100,000 with funds derived from the sale of excess properties abroad during fiscal year 1973.

American Republics —\$8,839,000.—No new projects are planned for fiscal year 1973.

East Asia and Pacific Affairs +\$8,401,000.—The net increase requested is to provide \$8,500,000 in appropriated funds for initiating construction of a multi-storied office building in Tokyo which would house all Embassy office functions except the USIS Cultural Center and the Commerce Trade Center. Upon completion of construction, the old office building annex will be sold.

Europe +\$756,000.—This net increase includes \$700,000 to provide dollar support costs for construction of an office building in Belgrade, Yugoslavia (the balance of construction costs, \$2,950,000 is included in the fiscal year 1973 Special Currency Program requests).

Near East and South Asia +\$2,237,000.—This request includes \$2,082,000 in appropriated funds to begin construction of a \$3,200,000 office building in Beirut, Lebanon. The balance of the total cost, \$1,118,000 will be obtained from the sale of excess properties abroad during fiscal year 1973.

OPERATIONS +\$875,000

The \$15,845,000 requested for operation and maintenance of buildings is an increase of \$875,000 over the amount available in fiscal year 1972. This increase is to provide for mandatory salary and related costs and overseas wage and price increases (\$684,000), additional requirements for furnishing and furniture (\$150,000), and maintenance and repair of buildings (\$120,000). A decrease in annual recurring leasehold payments (—\$79,000) will partially offset the increase in fiscal year 1973.

Acquisition, Operation and Maintenance of Buildings Abroad (Special foreign currency program) (\$6,455,000)

In addition to the amounts requested above, the State Department is authorized to utilize foreign currency proceeds from P.L. 480 sales subject to appropriations. For this purpose, the Department is requesting an authorization of \$6,455,000 for the purchase of excess foreign currency. The details concerning the past and proposed operations of this program were furnished by the Executive branch:

10-YEAR HISTORY

Year:	Amount
1964.....	\$2,750,000
1965.....	5,000,000
1966.....	6,500,000
1967.....	6,250,000
1968.....	5,025,000
1969.....	3,050,000
1970.....	2,186,000
1971.....	6,500,000
1972.....	6,850,000
1973 (estimate).....	6,455,000

BUDGET SUMMARY

Appropriation, 1972.....	\$6, 850, 000
Estimate, 1973.....	6, 455, 000
Decrease.....	395, 000

Program by activities	1972	1973	Increase or decrease
Payment to acquisition, operation, and maintenance of buildings abroad (total obligations).....	\$8, 754, 000	\$6, 455, 000	-\$2, 299, 000
Deduct unobligated balance brought forward.....	-1, 904, 000		-1, 904, 000
Appropriation or estimate.....	6, 850, 000	6, 455, 000	-395, 000

HIGHLIGHTS OF BUDGET CHANGES

ACQUISITION, DEVELOPMENT, AND CONSTRUCTION—\$2,299,000

Africa —\$1,140,000.—A net amount of \$295,000 requested for fiscal year 1973 will provide for acquisition of two staff houses and four staff apartments in Tunis, Tunisia, and a residence for the Public Affairs Officer.

Europe +\$3,130,000.—The funds requested for fiscal year 1973 will provide \$2,950,000 for the construction of an office building in Belgrade, Yugoslavia and for the acquisition of two senior officer residences, an Army attache residence and an Air Force attache residence in Belgrade.

Near East and South Asia —\$4,289,000.—No new projects are programmed for fiscal year 1973.

Operations.—The amount of \$2,900,000 requested for fiscal year 1973 is the same as the amount available in fiscal year 1972. The increases required in fiscal year 1973 for overseas wage and price (\$125,000), and additional requirements for furnishings and equipment for new properties (\$30,000) will be funded by a reduction in requirements for minor improvements (—\$155,000).

Emergencies in the Diplomatic and Consular Service (\$2,100,000)

The Department of State furnished the following data on this item:

This appropriation provides funds for relief and repatriation loans to United States citizens abroad and for other emergencies of the Department. Repayments of loans are deposited in miscellaneous receipts of the Treasury.

10-YEAR HISTORY

Year:	Amount
1964.....	\$1, 900, 000
1965.....	2, 000, 000
1966.....	2, 050, 000
1967.....	3, 600, 000
1968.....	2, 100, 000
1969.....	1, 600, 000
1970.....	1, 600, 000
1971.....	2, 100, 000
1972.....	2, 100, 000
1973 (estimate).....	2, 100, 000

BUDGET SUMMARY

Appropriation, 1972	\$2, 100, 000
Estimate, 1973	2, 100, 000

Increase	
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Program by activities	1972	1973	Increase or decrease
Regular annual requirements	\$1, 575, 000	\$1, 575, 000	
Relief and repatriation	525, 000	525, 000	
Appropriation or estimate	2, 100, 000	2, 100, 000	

Payments to the Foreign Service Retirement and Disability Fund
(\$1,958,000)

In the words of the Department of State:

This appropriation request results from the amendment to the Foreign Service Act, Section 865 (Public Law 91-201) which provides that any new statute which liberalizes benefits or extends benefits to new groups of employees, or increases salaries on which benefits are computed, is deemed to authorize appropriations to the Fund. The appropriations made annually to the fund for any statute must equal one-thirtieth of the unfunded liability created by the statute.

The estimate for fiscal year 1973 includes \$1,000,000 for the fourth annual payment to the Fund resulting from enactment of the Federal Employees Salary Act of 1970 (Public Law 91-231) and \$958,000 for the third annual payment to the Fund resulting from enactment of the Federal Pay Comparability Act of 1970 (Public Law 91-656).

The following tables give further detail:

HISTORY OF APPROPRIATION

Year:	Amount
1971	\$2, 958, 000
1972	1, 958, 000
1973 (estimate)	1, 958, 000

BUDGET SUMMARY

Appropriation, 1972	\$1, 958, 000
Estimate, 1973	1, 958, 000

Increase	
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Program by activities	1972	1973	Increase or decrease
Government contribution to the fund	\$1, 958, 000	\$1, 958, 000	

General Comments of the Committee on the State Department Authorization

Foreign policy research.—Members of the Committee have been concerned about the waste, duplication and the seeming lack of effective inter-agency coordination and control in the field of foreign affairs and foreign areas research. Although an inter-agency coordination committee has been established and the Department of State has assured the Committee that it "has a veto power over foreign area contract research projects in the social and behavioral

sciences of other agencies", the list of current projects which is printed in the hearings, makes it clear that there is still much money being wasted in this field. If the Department of State does have a veto power over other agency research proposals, as it says it has, the power should be exercised more often. For example, the Department of the Army spends each year \$1,000,000 on the printing of guides to countries around the world. Last year it produced nineteen hard-backed, multi-hundred page books on countries such as Ceylon, the Congo, Iraq, Cuba, Iran and Yugoslavia. It is highly unlikely that the Department of State could get Congress to appropriate \$1,000,000 a year for such a purpose. If such a project can be justified for the spending of public funds, it should be under the jurisdiction of the Department which has the statutory responsibility for conduct of foreign affairs. The Committee expects the Department in the future, to use its authority more effectively over foreign research proposals by other agencies to prevent initiation of projects of dubious value and to insure closer relevance of foreign research to the proposing agency's area of responsibility.

Proper identification of agency produced material.—Members of the Committee have noted that much of the material disseminated in Congress by the foreign affairs agencies concerning legislation does not identify the source by agency. It appears that the issuing agency thus seeks to avoid responsibility for what appears in such papers. This practice should be stopped. In the future the Committee expects that any material disseminated in Congress by the foreign affairs agencies, or by other agencies which deal with subjects within the jurisdiction of the Committee on Foreign Relations should bear clear markings showing the originating agency. The Committee also expects that, as a matter of courtesy, it will in the future, be furnished with copies of Executive Branch position papers on legislation within the Committee's jurisdiction which are produced for general distribution within Congress.

Dissemination of information to the Public.—Another matter which is of concern to some members of the Committee is the failure of State Department publications on controversial issues involving Legislative-Executive branch relations on foreign policy matters to present more than the Executive Branch point of view. For example, the Bureau of Public Affairs of the Department of State published an item on the subject of the War Powers of the President and Congress. The document presented the view of the Executive Branch on S. 2956, but it ignored completely the position and arguments set forth in the Committee report on the bill. As a simple matter of fairness and objectivity, this document published by the Department of State for domestic use, should have at least mentioned the availability of Congressional documents on the subject.

As it is, Congress appropriates funds to the Executive Branch which the Executive Branch then uses to propagandize the American people in support of the positions of the Executive Branch. It is rather as if a Committee were to hold hearings and then publish only the views in support of the Committee decisions. In future publications on controversial issues between Congress and the Executive Branch on foreign policy the Department should give a more balanced presentation which will, at least to some extent, reflect Congressional viewpoints.

Advisory Committees.—The Department of State has 26 public advisory committees for which the Department will spend an estimated \$587,661 in FY 1973. These range from the 100-member Special Advisory Committee on Public Opinion to the 7-member Advisory Committee on "Documents on German Foreign Policy." Few have been authorized by statute. The Committee urges the Department to reappraise the need for the non-statutory committees with a view to eliminating those which are not fully justified by their past contributions to the more effective management and conduct of our foreign policy. The Committee will review the results in connection with its work on the FY 1973 authorization request.

Sec. 101 (a) (2) International Organizations and Conferences (\$188,263,000)

For international organizations and conferences the committee approved the full amount requested of \$188,263,000 for FY 1972. These funds will be used to pay the U.S. assessed share of participation in the United Nations and its specialized and related agencies, in the Organization of American States and other Inter-American organizations, in various regional organizations such as SEATO, and others, and in a miscellany of smaller international organizations. This item also covers the U.S. expenses of international conferences and of U.S. missions to various international organizations, such as the United Nations, at New York International Atomic Energy Agency, at Vienna, and similar missions where they exist.

The major breakdown of these items is as follows:

Contributions to international organizations.....	\$180,900,000
Missions to international organizations.....	4,863,000
International conferences and contingencies.....	2,500,000
Total, International Organizations and Conferences.....	188,263,000

International organizations (\$180,900,000)

The following State Department table shows the assessed U.S. contributions to international organizations, together with the FY 1972 data and an explanation of the increases.

10-YEAR HISTORY	
Year:	Amount
1964.....	\$99,679,000
1965.....	87,548,000
1966.....	95,578,000
1967.....	104,126,000
1968.....	109,341,400
1969.....	118,453,000
1970.....	131,417,400
1971.....	141,319,000
1972.....	152,864,000
1973 (estimate).....	180,900,000

BUDGET SUMMARY	
Appropriation, 1972.....	\$152,864,000
Estimate, 1973.....	180,900,000
Increase.....	28,036,000
Less amounts not appropriated in fiscal year 1972 for the international labor organization.....	-7,816,337
Increase.....	20,219,663

Program by activities	1972	1973	Increase or decrease
United Nations and specialized agencies:			
United Nations	\$52,437,699	\$60,119,286	+\$7,681,587
United Nations Educational, Scientific, and Cultural Organization	12,018,301	12,018,301	
International Civil Aviation Organization	4,235,983	4,495,063	+259,080
World Health Organization	23,741,250	26,341,960	+2,600,710
Food and Agriculture Organization	10,083,458	12,150,832	+2,067,374
International Labor Organization	7,816,337	8,709,250	+892,913
International Telecommunication Union	810,380	966,797	+156,417
World Meteorological Organization	774,477	943,489	+169,012
Intergovernmental Maritime Consultative Organization	115,463	151,538	+36,075
International Atomic Energy Agency	3,977,148	4,882,916	+905,768
Subtotal	116,010,496	130,779,432	+14,768,936
Inter-American organizations:			
Inter-American Indian Institute	61,561	61,561	
Inter-American Institute of Agricultural Sciences	2,960,006	3,196,807	+236,801
Pan American Institute of Geography and History	151,300	151,300	
Pan American Railway Congress Association	15,000	15,000	
Pan American Health Organization	10,436,513	11,313,412	+876,899
Organization of American States	18,780,444	20,767,512	1,987,068
Subtotal	32,404,824	35,505,592	+3,100,768
Regional organizations:			
South Pacific Commission	215,309	247,605	+32,296
North Atlantic Treaty Organization	5,315,087	6,414,955	+1,099,868
North Atlantic Assembly	72,513	79,946	+7,433
Southeast Asia Treaty Organization	396,334	452,750	+56,416
Columbo Plan Council for Technical Cooperation	9,386	9,753	+367
Organization for Economic Cooperation and Development	5,352,123	6,401,758	+1,049,635
International Control Commission for Laos			
Subtotal	11,360,752	13,606,767	+2,246,015
Other international organizations:			
Interparliamentary Union	29,350	32,720	+3,370
International Bureau of the Permanent Court of Arbitration	1,491	1,550	+59
International Bureau for the Protection of Industrial Property	15,000	15,000	
International Bureau for the Publication of Customs Tariffs	18,614	19,914	+1,300
International Bureau of Weights and Measures	86,460	98,670	+12,210
International Council of Scientific Unions and Associated Unions			
International Hydrographic Bureau	17,642	17,642	
International Wheat Council	38,475	41,980	+3,505
International Coffee Organization	253,600	290,000	+36,400
International Institute for the Unification of Private International Law	8,982	11,860	+2,878
Hague Conference on Private International Law	11,451	12,456	+1,005
Maintenance of Certain Lights in the Red Sea	4,471	3,910	-561
Bureau of International Exhibitions	7,120	7,625	+505
Customs Cooperation Council	341,772	385,045	+43,273
International Center for the Study of the Preservation and Restoration of Cultural Property	69,837	69,837	
Subtotal	904,265	1,008,209	+103,944
Total	160,680,337	180,900,000	+20,219,663
Less amount not appropriated for the International Labor Organization	-7,816,337		+7,816,337
Appropriation or estimate	152,864,000	180,900,000	+28,036,000

The requested \$180,900,000 for international organizations and conferences in this bill represents a net increase of \$20,219,663 over the FY 1972 appropriation. The State Department furnished the following explanation of this increase:

UNITED NATIONS AND SPECIALIZED AGENCIES +\$14,768,836

A total of \$130.8 million will be required in fiscal year 1973 for U.S. contributions to the assessed budgets of the United Nations, eight specialized agencies and the International Atomic Energy Agency. This is an increase of \$14.8 million over fiscal year 1972. The estimate of \$60.1 million for contribution to the United Nations is net of a \$3.9 million repayment on the UN bonds purchased by the United States.

The assessed budgets of the United Nations and Specialized Agencies total \$454.8 million for fiscal year 1973, an increase of \$50.9 million over fiscal year 1972. The most significant increase in these budgets is \$24.5 million for the United Nations. A substantial part of the budgeted increases are the result of wage and price rises, including the professional salary increase for the United Nations system, and some currency revaluation. The remainder is largely for program expansion, particularly in economic and social activities to meet the needs of developing countries, as well as activities of direct interest to the United States.

Other significant increases in the budgets of the specialized agencies include the World Health Organization (\$9.4 million), the Food and Agriculture Organization (\$6.6 million for the biennium) and the International Labor Organization (\$3.5 million also for the biennium).

INTER-AMERICAN ORGANIZATIONS +\$3,100,768

A total of \$35.5 million is included in the fiscal year 1973 budget request for U.S. contributions to the assessed budgets of the six inter-American organizations, an increase of \$3.1 million over fiscal year 1972.

The assessed budgets of these organizations total \$52.5 million, an increase of \$3.0 million over fiscal year 1972. Significant increases are provided for the Pan American Health Organization (PAHO) and the Organization of American States (OAS). The \$1.0 million increase for PAHO is primarily for wage and price increases and some program expansion, particularly malaria eradication and support of the Pan American Zoonosis Center. The estimated increase of \$1.7 million for the OAS is entirely attributable to wage and price increases, improved personnel benefits and tax equalization fund adjustments. There is no program expansion.

REGIONAL ORGANIZATIONS +\$2,246,015

A total of \$13.6 million is required in fiscal year 1973 to meet the U.S. obligation to support the assessed budgets of six regional organizations, an increase of \$2.2 million over fiscal year 1972. The major increases are \$1.1 million for the North Atlantic Treaty Organization and \$1.0 million for the Organization for Economic Cooperation and Development. Practically the entire increase is for wage and price increases and exchange rate adjustments following the dollar devaluation.

OTHER INTERNATIONAL ORGANIZATIONS +\$103,944

A total of \$1.0 million will be required in fiscal year 1973 for U.S. contributions to the assessed budgets of fourteen international organizations, an increase of \$104 thousand over fiscal year 1972. About \$20,000 of the increase is attributable to the dollar devaluation.

A total of \$1.0 million will be required in fiscal year 1973 for U.S. contributions to the assessed budgets of fourteen other international organizations, an increase of \$104 thousand over fiscal year 1972. About \$20,000 of the increase is attributable to the dollar devaluation.

Committee comments on international organizations

The table above, however, does not show the sum total of U.S. contributions to these organizations—only the assessed amounts to the regular budgets. The Committee was furnished with an additional table showing that our total contributions to international organizations and programs from all appropriation sources amounted to \$526,304,000 in FY 1972 and is estimated at \$655,607,000 in FY 1973. According to this table, which is printed in the hearings, \$132,335,000 of this amount will be financed from foreign assistance appropriations, and \$342,372,000 from other appropriations, principally P.L. 480, plus the \$200,000,000 special appropriation for the United Nations Relief Operation in East Pakistan. The Committee urges the Department of State to consider consolidating in one bill all of the requests for authorization for contributions to international organizations and commissions. In this way the Committee will be able to appraise in one proposal the full scope of our financial participation in these organizations.

In view of the recent action of the Congress in urging the President to undertake to implement the recommendations of the so-called Lodge Commission that the U.S. contributions to the regular budgets of the United Nations be reduced to not more than 25 percent, the Committee expressed its concern at the increase in this budget over that of FY 1972. While recognizing the role of world-wide inflation in this matter, the committee nonetheless felt that a general review of U.S. participation in such organizations might disclose some whose usefulness has ended, particularly as far as continued U.S. participation is concerned, as for instance the International Seed Testing Association and the International Lead and Zinc Study Group about which questions were raised at the hearing. Next year, the Committee expects to go into this matter in depth, and hopes that in the interim the State Department will recommend on its own initiative that U.S. participation in some of these organizations be terminated.

As long, however, as the United States is a member, by law or treaty, in these organizations, the Committee feels strongly about the U.S. obligation to pay its dues. It has particular reference here to the International Labor Organizations. Nothing has come to the Committee's attention that would warrant terminating the U.S. membership in the ILO or that would indicate that such an action is being seriously entertained in any responsible quarter. Since it is clearly the intention of the United States to retain its membership in the ILO, our national interest is not only not served by remaining in arrears but positively damaged by such action. While the question of appropriating funds

for the payment of our overdue assessments is not before the Committee on Foreign Relations, the committee does nevertheless urge particularly that full FY 1973 contribution be authorized.

The Committee considered a request by Senator Hatfield to incorporate the substance of S. 2313 as an amendment to the pending bill. This would have authorized the appropriation, in addition to the funds being requested, specifically as a contribution to any fund created within the United Nations to provide for the establishment and maintenance of a peacekeeping force, provided that the U.S. contribution not exceed 25 percent of total other contributions. The Committee shares the desire to give a boost to the United Nations' efforts to establish a stand-by peacekeeping force and strongly urges the Department of State to persist in negotiations in the United Nations to this end. A specific authorization of funds for this purpose however the Committee believes is premature. If there should develop a sudden breakthrough in negotiations, moreover, the Committee has been assured that adequate authority in the United Nations Participation Act and the Foreign Assistance Act of 1961, as amended, exists to earmark a U.S. contribution and would support such decision by the Executive branch.

There appears to be a need for a focal point within the Department to assure better coordination and control of our participation in all international and regional organizations. It is recognized that the multiplicity of interests within the Department, other departments and agencies, and the public complicate coordination and control. A much more effective effort is needed, however, and the Committee will expect the Department to report on the corrective steps taken during consideration next year of the authorization legislation for FY 1974.

Missions to International Organizations (\$4,863,000)

This item covers the costs of U.S. Missions to various international organizations, as well as the expenses of Congressional delegations to interparliamentary groups, established by law. The table which follows lists the organizations involved, together with the comparable data for FY 1971 and an explanation of changes, all furnished by the executive branch.

Program by activities	1972	1973	Increase or decrease
U.S. mission to—			
United Nations.....	\$2,032,500	\$2,054,100	+\$21,600
International organizations, Geneva.....	1,449,200	1,476,500	+27,300
International organizations, Vienna.....	513,400	566,300	+52,900
International Civil Aviation Organization.....	151,000	152,900	+1,900
Organization of American States.....	159,500	158,400	-1,100
United Nations Educational, Scientific, and Cultural Organization.....	211,300	217,400	+6,100
The Food and Agriculture Organization.....	84,200	82,500	-1,700
Subtotal.....	4,601,100	4,708,100	+107,000
U.S. congressional groups to—			
Interparliamentary Union.....	26,900	44,900	+18,000
North Atlantic Assembly.....	30,000	50,000	+20,000
Canada-United States Interparliamentary Group.....	30,000	30,000	
Mexico-United States Interparliamentary Group.....	30,000	30,000	
Subtotal.....	116,900	154,900	+38,000
Total obligations.....	4,718,000	4,863,000	+145,000
Presidential reduction—directive, Aug. 15, 1971.....	+75,000		-75,000
Appropriation or estimate.....	4,793,000	4,863,000	+70,000

HIGHLIGHTS OF BUDGET CHANGES

The net increase of \$70,000 requested for fiscal year 1973 will provide \$49,000 for statutory salary increases of American personnel and overseas wage and price increases; \$22,000 for increased costs of the United Nations Ambassador's leased residence at the Waldorf Astoria; \$30,000 to obtain appropriate office quarters and furnishings in Vienna; \$9,000 for two additional local employees for the U.S. Mission to International Organizations to provide improved support at Geneva and Vienna; and \$38,000 for expenses of members of Congress attending the Interparliamentary Union and the North Atlantic Assembly. These increased requirements in fiscal year 1973 are offset by a savings of \$3,000 for non-recurring costs of household furnishings and \$75,000 for the fiscal year 1972 Presidential Reduction.

As in the case of U.S. contributions to international organizations, not all expenses of U.S. Missions are included in this item. The U.S. missions to NATO, the European Communities, and the OECD, for example are funded by foreign aid appropriations. The Committee questions this separate treatment and will press for a consolidation of these expenses with those funded in the State Department authorization, so that a balanced overall review can be made possible. The committee is greatly concerned at the size of several of these missions and urges a thorough review of the matter. It expects corrective action to be taken prior to consideration of the authorization for FY 1974.

International Conferences and Contingencies (\$2,500,000)

These funds finance U.S. participation in international conferences and in new or provisional international organizations. Again, not all international conferences are included in this item; the SALT talks, for instance, are funded by the Arms Control and Disarmament Agency, as discussed later in this report, and other bilateral negotiations are excluded. The principal expenses are travel, per diem, and administrative costs.

The following State Department table gives the history and budget summary of this item:

10-YEAR HISTORY			
Year	Amount	Year	Amount
1964.....	\$1,943,000	1969.....	\$1,800,000
1965.....	1,943,000	1970.....	2,062,393
1966.....	1,943,000	1971.....	2,130,000
1967.....	1,943,000	1972.....	2,125,000
1968.....	1,780,000	1973 (estimated).....	2,500,000

BUDGET SUMMARY			
Appropriation, 1972.....			\$2,125,000
Estimate, 1973.....			2,500,000
Increase.....			375,000

Program by activities	1972	1973	Increase or decrease
Participation in international conferences.....	\$1,245,000	\$1,513,000	+\$268,000
Contributions to new or provisional international organizations.....	880,000	987,000	+107,000
Appropriation or estimate.....	2,125,000	2,500,000	+375,000

HIGHLIGHTS OF BUDGET CHANGES

The net increase requested includes \$150,000 for U.S. participation in a UN Law of the Sea Conference; \$33,000 for the Diplomatic Conference on International Humanitarian Law; \$22,000 for an Intergovernmental Maritime Consultative Organization Conference on Marine Pollution; \$63,000 for the additional cost of conferences recurring in fiscal year 1973; and \$107,000 to provide for an estimated increase in the U.S. share of the budget of the General Agreement on Tariffs and Trade (GATT).

The Committee has long been expressing its concern at the proliferation of international conferences and at the size of U.S. delegations to some of these. Admittedly, the State Department is aware of this problem and attempting to control it, as the following paragraph from the budget presentation shows:

For example, in 1971, for conference participation financed by this appropriation, the Department sent only one official participant at the expense of the appropriation to 51% of the conferences, for another 25% of the conferences, only two for another 9%, only three, for another 8%, only four or five and only for the remaining 7% of the conferences were more than five participants sent at the expense of this fund. These latter conferences were such important ones as the UN General Assembly, the General Assembly of the Organization of American States, the Assembly of the International Civil Aviation Organization and the Ministerial Meeting of the Organization for Economic Cooperation and Development.

Nonetheless, and in light of the fact that the State Department expects U.S. participation in 425 conferences in FY 1973 the Committee feels that further improvement should be possible in this item, to comply with the President's policy of showing a lowered profile abroad.

The \$987,000 budgeted for contributions to "new or provisional" organizations is allocated as follows:

	1972 estimate	1973 estimate	Increase
Central Treaty Organization.....	\$135,000	\$135,000	
General Agreement on Tariffs and Trade.....	707,000	814,000	\$107,000
International Cotton Advisory Committee.....	23,000	23,000	
International Rubber Study Group.....	9,000	9,000	
International Seed Testing Association.....	1,000	1,000	
Lead and Zinc Study Group.....	5,000	5,000	
Total.....	880,000	987,000	107,000

This table raises the questions how new is "new" and how provisional is "provisional". One of the organizations dates back to 1921 and the most recent was set up in 1966. The Committee recommends that the State Department reconsider, or regularize, our participation in these "new and provisional" organizations, in time for the FY 1974 budget presentation.

Sec. 101(a)(3) International Commissions (\$18,226,000)

This subsection authorizes appropriations for U.S. obligations to the international commissions listed below in which the United States

is a member pursuant to treaties and laws, and includes construction in the case of the International Boundary and Water Commission, United States and Mexico.

Program by activities	1972	1973	Increase or decrease
International Boundary and Water Commission, United States and Mexico:			
Salaries and expenses.....	\$1,135,000	\$1,127,000	-\$8,000
Operation and maintenance.....	2,810,000	2,884,000	+74,000
Construction.....	6,280,000	10,197,000	+3,917,000
American section, International Boundary Commission, International Joint Commission.....	725,000	722,000	-2,800
International Pacific Halibut Commission.....	246,000	270,500	+24,500
International Pacific Salmon Fisheries Commission.....	525,800	552,000	+26,200
Inter-American Tropical Tuna Commission.....	452,000	532,500	+80,500
International Commission for the Northwest Atlantic Fisheries.....	6,400	6,400	-----
International Whaling Commission.....	1,000	1,000	-----
International North Pacific Fisheries Commission.....	26,200	28,000	+1,800
Great Lakes Fishery Commission.....	1,813,000	1,853,100	+40,100
North Pacific Fur Seal Commission.....	4,000	4,000	-----
International Commission for the Conservation of Atlantic Tunas.....	14,500	25,400	+10,900
International Council for the Exploration of the Sea.....	-----	12,000	+12,000
Expenses of the U.S. commissioners.....	11,100	11,100	-----
Subtotal, international fisheries commissions.....	3,100,000	3,296,000	+196,000

The largest item in this category concerns the International Boundary and Water Commission, United States and Mexico, and details from the State presentation follow:

I. INTERNATIONAL BOUNDARY AND WATER COMMISSION, UNITED STATES AND MEXICO

The International Boundary and Water Commission is responsible, through a series of treaties between the United States and Mexico, for the regulation and exercise of the rights and obligations the two Governments have assumed for the solution of problems arising on the boundary which require joint engineering action. The principal problems which occur are: (1) changes in and stabilization of the river boundaries, (2) distribution between the two countries of waters of the international rivers, (3) common flood control problems, (4) conservation and regulation of waters of the river boundaries for utilization in the two countries, (5) quality of waters of international rivers, (6) sanitation hazards, (7) development of hydroelectric power, and (8) determination and demarcation of the land boundary. The activities performed by the United States section relate to treaty obligations assumed by the United States, general policy determinations by the President and the Secretary of State, and authorizations of the Congress.

TABLE 1.—SALARIES AND EXPENSES

This appropriation provides for: (1) administration of treaties and agreements in force and negotiation of new agreements as the need arises, (2) technical guidance and supervision of distribution of boundary waters, joint projects with

Mexico, and general engineering studies, and (3) preliminary surveys and investigations. The U.S. section of the Commission is headquartered in El Paso, Texas.

10-YEAR HISTORY

Year	Positions, domestic	Amount	Year	Positions, domestic	Amount
1964.....	67	\$715,000	1969.....	67	\$923,000
1965.....	64	815,000	1970.....	67	1,008,783
1966.....	67	815,000	1971.....	67	1,072,000
1967.....	65	851,000	1972.....	65	1,135,000
1968.....	67	851,000	1973 (estimate).....	65	1,127,000

BUDGET SUMMARY

Appropriation, 1972.....	\$1,135,000
Estimate, 1973.....	1,127,000
Decrease.....	-8,000

Program by activities	1972	1973	Increase or decrease
General administration.....	\$642,000	\$638,000	-\$4,000
General engineering.....	398,000	394,000	-4,000
Project investigations.....	95,000	95,000	
Appropriation or estimate.....	1,135,000	1,127,000	-8,000

TABLE 2.—OPERATION AND MAINTENANCE

This appropriation finances the cost of the operation and maintenance of flood control works including the American Dam and Canal, Rio Grande canalization and rectification projects, the Lower Rio Grande flood control projects, the Anzalduas Dam, Amistad Dam, Falcon Dam and power plant, the Douglas-Agua Prieta sanitation plant, and stream gaging stations on the international rivers and tributaries.

10-YEAR HISTORY

Year	Positions, domestic	Amount	Year	Positions, domestic	Amount
1964.....	251	\$2,015,000	1969.....	270	\$2,029,000
1965.....	233	1,987,000	1970.....	258	2,498,737
1966.....	237	2,025,000	1971.....	255	2,716,000
1967.....	223	1,985,000	1972.....	245	2,810,000
1968.....	220	1,935,000	1973 (estimate).....	245	2,884,000

BUDGET SUMMARY

Appropriation, 1972.....	\$2,810,000
Estimate, 1973.....	2,884,000
Increase.....	74,000

Program by activities	1972	1973	Increase or decrease
El Paso projects.....	\$765,000	\$786,000	+\$21,000
Lower Rio Grande flood control project.....	864,000	892,000	+28,000
Lower Rio Grande water quality improvement project.....	20,000	20,000	
Falcon Dam and powerplant.....	327,000	334,000	+7,000
Amistad Dam.....	192,000	184,000	-8,000
International gaging stations.....	597,000	622,000	+25,000
Douglas-Agua Prieta sanitation.....	25,000	26,000	+1,000
Lower Colorado River clearing.....	20,000	20,000	
Appropriation or estimate.....	2,810,000	2,884,000	+74,000

TABLE 3.—CONSTRUCTION

This appropriation finances the construction activities of the United States section of the International Commission in response to obligations established by treaties and other agreements between the United States and Mexico, and Acts of Congress. The principal projects, financed jointly by the two countries are sanitation projects, flood control dams on the Rio Grande, and flood control works on the Rio Grande and Tijuana rivers.

10-YEAR HISTORY

Year	Positions ¹ domestic	Amount	Year	Positions ¹ domestic	Amount
1964.....	123	\$6,500,000	1969.....	115	\$5,806,000
1965.....	121	8,300,000	1970.....	22	411,629
1966.....	108	10,883,000	1971.....	57	4,200,000
1967.....	73	5,754,000	1972.....	54	6,280,000
1968.....	91	9,000,000	1973 (estimate).....	60	10,197,000

¹ Includes positions under allocations to other agencies.

BUDGET SUMMARY

Appropriation, 1972.....	\$6,280,000
Estimate, 1973.....	10,197,000
Increase.....	3,917,000

Program by activities	1972	1973	Increase or decrease
Rio Grande international dams program: Amistad Dam.....	\$14,657		—\$14,657
Lower Rio Grande flood control improvement program.....	5,456,148	\$7,151,000	+1,694,852
Nogales sanitation.....	68,092		—68,092
Tijuana River flood control.....	465,973	4,800,000	+4,334,027
Total obligations.....	6,004,870	11,951,000	+5,946,130
Deduct unobligated balance, start of year.....	—1,524,870	—1,800,000	—275,130
Add unobligated balance, end of year.....	1,800,000	46,000	—1,754,000
Appropriation or estimate.....	6,280,000	10,197,000	+3,917,000

HIGHLIGHTS OF BUDGET CHANGES

The requested increase of \$3,917,000 for fiscal year 1973 will permit construction to continue in the Lower Rio Grande Flood Control Improvement Program for the protection of life and property from excessively high flood levels such as occurred with Hurricane Beulah in 1967; continued development of design, plans and specifications for the Tijuana flood control project, and the letting of the initial construction contract for the U.S. improvements.

The justifications for funds for the International Boundary Commission and the International Joint Commission, both U.S.-Canadian bodies, and for the various fisheries commissions are as follows:

II. AMERICAN SECTIONS, INTERNATIONAL COMMISSIONS

This appropriation finances the United States share of expenses of:

1. The International Boundary Commission which maintains United States-Canadian boundary markets in accordance with existing treaties and establishes and preserves

boundary vistas by periodic tree cutting and chemical vegetation control.

2. The International Joint Commission which conducts investigations of boundary waters for the regulation of levels and flows of water, pollution abatement and water quality control, and such other related matters referred from the governments of the United States and Canada and of mutual concern to both countries.

Principal investigations and activities at present concern an expanded role in abating pollution in the Great Lakes basin, possible regulation of Great Lakes water levels, preservation and enhancement of the American Falls at Niagara Falls, and surveillance of transboundary air pollution along the entire border.

10-YEAR HISTORY

	Positions		Total	Amount
	Domestic ¹	Overseas Americans		
Year:				
1964	20		20	\$430,000
1965	20		20	472,000
1966	20		20	475,000
1967	20	6	26	650,000
1968	17	4	21	630,000
1969	32	1	33	629,000
1970	28		28	599,484
1971	29		29	653,000
1972	30		30	725,000
1973 (estimate)	29		29	722,200

¹ Includes positions under allocations to other agencies.

BUDGET SUMMARY

Appropriation, 1972	\$725,000
Estimate, 1973	722,200
Decrease	-2,800

Program by activities	1972	1973	Increase or decrease
International Boundary Commission	\$175,200	\$197,000	+\$21,800
International Joint Commission	548,600	525,200	-23,400
Total obligations	723,800	722,200	-1,600
Presidential reduction—Directive, Aug. 15, 1971	+1,200		-1,200
Appropriation or estimate	725,000	722,200	-2,800

HIGHLIGHTS OF BUDGET CHANGES

1. *International Boundary Commission* +\$21,800.—The increase of \$21,800 includes \$7,500 for within-grade salary increases and personnel benefits, \$10,000 for the increased costs of salaries for temporary summer employees, and \$4,300 for increased operating expenses of the field crews cutting brush and regrowth of trees in the boundary vista.

2. *International Joint Commission* —\$23,400.—The net decrease of \$23,400 results from the assumption of funding responsibility for environmental studies and reports by the Environmental Protection Agency (—\$138,000), a reduction in personnel compensation for two less days (—\$1,200) and an increase of \$115,800 requested for fiscal

year 1973. The increase requested will provide \$112,200 to the Commission to annualize the cost of two positions authorized in fiscal year 1972 and permit an increase of five new positions in fiscal year 1973. There is an increase of \$3,600 requested for allocation to Geological Survey, Department of the Interior for their additional activities planned for fiscal year 1973 in support of the Commission.

III. INTERNATIONAL FISHERIES COMMISSIONS

This appropriation provides funds for the United States share of the expenses of nine international fisheries commissions in which it participates. The Commissions determine and undertake or recommend measures necessary for the preservation and expansion of fishery stocks.

10-YEAR HISTORY

Year	Amount	Year	Amount
1964.....	\$2,000,000	1969.....	\$2,075,000
1965.....	2,025,000	1970.....	2,409,188
1966.....	2,125,000	1971.....	2,543,800
1967.....	2,125,000	1972.....	3,100,000
1968.....	2,015,000	1973 (estimate).....	3,296,000

BUDGET SUMMARY

Appropriation, 1972.....	\$3,100,000
Estimate, 1973.....	3,296,000
Increase.....	196,000

HIGHLIGHTS OF BUDGET CHANGES

The requested increase is to (1) provide \$63,400 for salary adjustments for Commission personnel in fiscal year 1973 consistent with the salary increases authorized in January, 1971 for United States Government employees, and \$16,800 for upgrading of retirement benefits; and (2) provide \$103,800 for program increases needed to strengthen the effectiveness of the Tropical Tuna (\$51,000), North Pacific (\$1,800), Great Lakes (\$40,100), and Atlantic Tuna Commissions (\$10,900), and (3) provide \$12,000 to join the International Council for the Exploration of the Sea.

Sec. 101(a)(4) Educational Exchange (\$59,200,000)

This item consists of two major categories: \$52,400,000 for programs authorized by the Mutual Educational and Cultural Exchange Act of 1961, as amended and by the Act of August 9, 1939; and \$6,800,000 to carry out the provisions of the Center for Cultural and Technical Interchange between East and West of 1960.

Mutual Educational and Cultural Exchange Activities (\$52,400,000)

These funds finance the educational and cultural exchange program conducted by the Department of State under the authority of the Mutual Educational and Cultural Exchange Act of 1961, as amended. The purposes of the program are to improve international understanding and cooperation through improved communications between U.S. and foreign scholars, educators and institutions, as well as through the short-term exposure of leaders and other foreign nationals to American life. The recent history of this program is set forth below together with the budget summary and an explanation of increases all furnished by the State Department:

10-YEAR HISTORY

	Positions, ¹ domestic	Amount		Positions, ¹ domestic	Amount
Year:			Year:		
1964.....	473	\$42,625,000	1970.....	327	32,300,721
1965.....	466	45,000,000	1971.....	318	37,176,000
1966.....	458	53,000,000	1972.....	304	40,500,000
1967.....	444	47,000,000	1973 (estimate).....	298	52,400,000
1968.....	417	45,125,000			
1969.....	353	31,425,000			

¹ Includes positions under allocation to other agencies.

Note.—Excludes \$457,000 and 21 positions in 1973 for UNESCO activities transferred to salaries and expenses. Comparable amounts for 1971 are \$496,213 and 23 positions and for 1972 are \$466,000 and 21 positions.

BUDGET SUMMARY

Appropriation, 1972.....	\$40,500,000
Estimate, 1973.....	52,400,000
Increase.....	11,900,000

Program activities	1972	1973	Increase or decrease
Exchange of persons.....	\$30,482,492	\$41,334,492	+\$10,852,000
Aid to American-sponsored schools abroad.....	1,700,000	2,400,000	+700,000
Cultural presentations.....	700,000	1,000,000	+300,000
Program services.....	7,179,000	7,640,000	+461,000
Administrative expenses.....	2,672,000	2,767,000	+95,000
Total program.....	42,733,492	55,141,492	+12,408,000
Deduct other available funds.....	-2,796,492	-2,741,492	+55,000
Total obligations.....	39,937,000	52,400,000	+12,463,000
Presidential reduction—Directive, Aug. 15, 1971.....	97,000		-97,000
Comparative transfer to "Salaries and expenses".....	466,000		-466,000
Appropriation or estimate.....	40,500,000	52,400,000	+11,900,000

HIGHLIGHTS OF BUDGET CHANGES

The increase of \$12,463,000 for this program (\$55,000 of which is to offset a reduction in funds available from other sources) is explained in the succeeding paragraphs.

Principal changes are:

EXCHANGE OF PERSONS +\$10,852,000

An increase of \$10,852,000 to provide for mutually beneficial exchange projects and to stimulate private cooperative efforts and relationships between American and foreign organizations (\$9,897,000); expand and enhance the high school exchange program particularly in lower income countries (\$150,000); and strengthen the selection, placement, counselling and orientation of non-grant students (\$805,000).

AID TO AMERICAN-SPONSORED SCHOOLS ABROAD +\$700,000

The proposed increase of \$700,000 will provide for the development of improved educational programs in these schools to demonstrate American educational ideals as well as educational principles and methods employed in the United States.

CULTURAL PRESENTATION +\$300,000

Increased funds provide for a balanced program abroad with primary emphasis still on the USSR and East Europe.

PROGRAM SERVICES +\$461,000

The requested increase of \$461,000 provides for within-grade salary costs and 15 new domestic positions requested for essential program activities (\$96,000); overseas wage and price increases and the necessary additional overseas support for the requested increase in program (\$365,000).

ADMINISTRATIVE EXPENSES +\$95,000

The increase of \$95,000 will provide funds for additional administrative expenses including within-grade salary costs, travel and overseas wage and price increases.

The largest component part of this item is the exchange of persons on which further executive branch detail follows:

EXCHANGE OF PERSONS
WORLD SUMMARY

	1971		1972		1973		Increase or decrease	
	Number of grants	Amount	Number of grants	Amount	Number of grants	Amount	Number of grants	Amount
Africa.....	934	\$4,386,497	937	\$4,631,000	1,199	\$5,960,000	+262	+\$1,329,000
American Republics.....	1,201	4,520,028	1,214	4,666,000	1,364	5,499,000	+150	+879,000
Western Europe.....	1,752	5,759,883	1,679	5,653,857	1,866	6,242,857	+187	+589,000
Eastern Europe.....	434	2,202,376	546	2,804,000	786	4,002,000	+240	+1,198,000
East Asia.....	773	5,170,124	867	5,846,321	1,118	8,639,321	+251	+2,793,000
Near East and South Asia.....	770	4,716,017	850	5,271,314	993	8,091,314	+143	+2,820,000
Worldwide cooperation with private institutions.....		338,121		655,000		1,000,000		+345,000
Subtotal by area.....	5,864	27,093,046	6,093	29,537,492	7,326	39,434,492	+1,233	+9,897,000
Assistance to high school (teenage) exchanges.....		240,000		230,000		400,000		+150,000
Special programs for nongrant students.....		632,068		695,000		1,500,000		+805,000
Total program.....		27,965,114		30,482,492		41,334,492		+10,852,000

GRANTS, BY CATEGORIES, FISCAL YEARS 1971, 1972, AND 1973

	Africa			American Republics			Western Europe			Eastern Europe			East Asia			Near East and South Asia			Total		
	1971	1972	1973	1971	1972	1973	1971	1972	1973	1971	1972	1973	1971	1972	1973	1971	1972	1973	1971	1972	1973
Students (foreign).....	261	179	223	306	261	282	747	682	714	79	96	110	224	233	304	394	297	347	2,011	1,748	1,980
Students (United States).....	5	5	5	31	30	40	221	205	218	63	66	80	26	26	33	22	38	57	363	370	428
Teachers (foreign).....	8	13	18	179	149	155	93	98	111	27	28	40	29	20	23	22	19	19	358	327	366
Teachers (United States).....	1	1	2	75	75	75	97	75	75	22	22	33	33	21	19	9	10	8	162	128	137
Professors and research scholars (foreign).....	2	3	10	72	74	98	207	204	224	94	66	84	56	53	64	57	68	63	488	468	543
Professors, research scholars, and lecturers (United States).....	54	72	87	117	126	141	173	196	239	83	123	192	116	120	163	96	115	159	639	752	981
International visitors:																					
Observation and consultation:																					
Individual (foreign).....	280	373	484	306	326	271	151	167	231	30	90	190	206	254	368	82	113	149	1,055	1,323	1,693
Multinational (foreign).....	5	5	5	15	14	24	11	2	2	3	3	8	17	32	65	1	80	80	52	131	177
Specialized programs:																					
Individual (foreign).....	95	83	110	42	20	70	8	18	20	16	34	37	4	4	2	36	24	10	201	183	249
Multinational (foreign).....	52	49	47	30	30	34	26	22	22	17	18	12	34	36	35	51	56	75	210	211	225
Jointly-sponsored (foreign).....	176	160	218	95	180	243	18	10	12	2	2	2	28	60	42	2	2	2	317	411	539
Educational travel (foreign).....	8	8	8	8	8	8	4	4	4	4	4	4	8	8	8	8	8	8	8	8	8
Educational travel (United States).....	879	860	1,110	1,045	1,054	1,179	1,261	1,203	1,334	266	335	481	598	692	903	643	660	769	4,692	4,804	5,776
Total (foreign).....	55	77	89	156	160	185	491	476	532	168	211	305	175	175	215	127	190	224	1,172	1,289	1,550
Total (United States).....	934	937	1,199	1,201	1,214	1,364	1,752	1,679	1,866	434	546	786	773	867	1,118	770	850	993	5,864	6,093	7,326
Grand total.....																					

Note: Exchanges of persons gross funding (excludes assistance to high school exchanges and special programs for nongrant students)—Fiscal year 1971, \$27,093,046; fiscal year 1972, \$29,537,492; fiscal year 1973, \$39,434,492.

As the recent appropriations history shows, the exchange program is on its way to recover from the FY 1969 low of \$31,425,000, a development that is most gratifying to the Committee and it believes deserves full congressional support. The effects of this program are of a long-term nature, and all the more important for that reason as we look to future generations for leadership.

Center for Cultural and Technical Interchange Between East and West
(\$6,800,000)

The purposes of this center, established pursuant to a section of the Foreign Assistance of 1960, is to foster better relations and greater understanding between the peoples of the Pacific rim. It is run by the University of Hawaii as an semi-autonomous institution and administers grants, fellowships and scholarships to qualified applicants to study or train at the Center. The following State Department tables and text summarize the recent budgets and changes therein.

10-YEAR HISTORY

Year	Amount	Year	Amount
1964.....	\$5,100,000	1969.....	\$5,260,000
1965.....	5,800,000	1970.....	5,260,000
1966.....	5,800,000	1971.....	5,260,000
1967.....	6,050,000	1972.....	5,630,000
1968.....	5,220,000	1973 (estimate).....	6,800,000

BUDGET SUMMARY

Appropriation, 1972.....	\$5,630,000
Estimate, 1973.....	6,800,000
Increase.....	1,170,000

Program by activities	1972	1973	Increase or decrease
Education, research, and training programs.....	\$4,537,606	\$5,616,868	+\$1,079,262
Program direction, administration, and institutional support services.....	1,092,394	1,183,132	+90,738
Appropriation or estimate.....	5,630,000	6,800,000	+1,170,000

EDUCATION, RESEARCH, AND TRAINING PROGRAMS, +\$1,079,262

To provide for increased educational and cultural exchange activities, including a new program, an additional 250 individual exchanges of various types, and a followup program for East-West alumni (\$607,600); to broaden the spectrum of academic disciplines and professional experience on the Center's staff and increase the quality, length, and continuity of the Center's research, study, and training (\$429,671); to provide for non-discretionary salary, employee benefits, and other costs (\$41,991).

PROGRAM DIRECTION, ADMINISTRATION, AND INSTITUTIONAL SUPPORT SERVICES, +\$90,738

To provide additional staff resources to strengthen the Center's management and to solicit additional private and foreign government assistance for the Center; meet non-

discretionary salary, employee benefit and other costs, and provide additional supplies, materials and support services (\$90,738).

Sec. 101(a)(5) Migration and Refugee Assistance (\$8,212,000)

This authorization provides for United States assistance on a multilateral basis to migrants and refugees through contributions to the Intergovernmental Committee for European Migration, the United Nations High Commissioner for Refugees and on a unilateral basis to refugees designated by the President, as authorized by law. It also includes a contribution to the International Committee of the Red Cross. It does not include relief assistance for Pakistani refugees, nor the new program for relief of refugees from the Soviet Union, which is described separately following this section.

The following table gives a comparison with FY 1972 funds and a breakdown by organization or program of proposed allocations.

DEPARTMENT OF STATE—MIGRATION AND REFUGEE ASSISTANCE						
Appropriation, 1972						\$8,690,000
Decrease, Presidential reduction: Directive of Aug. 15, 1971						-13,000
Total obligations, 1972						8,677,000
Transfers from foreign assistance funds by Presidential determination:						
72-1						+5,000,000
72-6						+1,850,000
Total availability 1972						15,527,000
Estimate 1973						8,212,000
Decrease						-7,315,000

Program by activities	1972			1973	Increases/decreases	
	Appropriation	Presidential determination	Total program		1972 appropriation	1972 total program
1. Intergovernmental Committee for European Migration (ICEM)	\$3,250,000		\$3,250,000	\$3,225,000	-\$25,000	-\$25,000
2. United Nations High Commissioner for Refugees (UNHCR)	1,000,000		1,000,000	1,000,000		
3. U.S. Refugee program (USRP)	2,900,000	\$1,850,000	4,750,000	2,400,000	-500,000	-2,350,000
4. Far East Refugee program (FERP)	500,000		500,000	500,000		
5. Refugees from East Pakistan		4,825,000	4,825,000			-4,825,000
6. International Committee of the Red Cross (ICRC)	50,000		50,000	50,000		
7. Administration	977,000	175,000	1,152,000	1,037,000	+60,000	-115,000
Total obligations	8,677,000	6,850,000	15,527,000	8,212,000	-465,000	-7,315,000

Note.—The request for \$8,212,000 for fiscal year 1973 is to provide funds for migration and refugee programs authorized under Public Law 87-510, the Migration and Refugee Act of 1962, and for assistance under Public Law 89-230 which provides for an annual contribution to the International Committee of the Red Cross. Of this amount, \$7,125,000 is to remain available until Dec. 31, 1973. In accordance with the legislative authority, the fiscal year 1973 funds requested will be utilized for contributions to the Intergovernmental Committee for European Migration (ICEM), the United Nations High Commissioner for Refugees (UNHCR), and the International Committee of the Red Cross (ICRC), for assistance to refugees which the President determines to be in the national interest, including refugees from Communist countries in Europe and from Communist China and for related administrative costs.

All of these programs have been in existence for a number of years and show relatively little change.

Section 101(b). Authorization of Assistance for Soviet Refugees (\$85,000,000)

This subsection authorizes the appropriation of \$85,000,000 to Israel, and other suitable countries of Jewish and other religious refugees from the Soviet Union.

The State Department estimates that about 14,000 Jews migrated from the Soviet Union to Israel in 1971 and that the number will

increase to about 40,000 in 1972. The number will of course depend on the number of requests the Soviet authorities are willing to approve. This increased flow imposes a heavy financial and social burden on Israel—a nation of only three million people.

The Committee believes that our nation should be prepared to help Israel in this task. First, the United States has a tradition of refugee assistance arising from our own experience of being founded and populated by the refugees of an earlier world. Since World War II we have contributed more than \$2.8 billion in such assistance, including close to \$600 million to assist Cuban refugees, almost \$85 million to aid Korean refugees, and more than \$500 million to help Arab refugees. Second, there is our long history of concern with persecution on account of religion. Third, there is the special interest this nation has always taken in the well-being of Israel. For these reasons, the Committee believes that we should help Israel cope with the new influx of Soviet refugees.

The Committee believes that the use of the funds authorized should be apportioned in relation to the actual flow of refugees. If the refugee load does not develop as anticipated, it is expected that a proportionate amount of the funds will not be spent.

Section 101(c). Availability of funds

This subsection would provide for the customary extension of the availability of funds beyond the end of the fiscal year, to the extent provided for in appropriation Acts, for such appropriations of the Department as "Acquisition, operation, and maintenance of buildings abroad," "Acquisition, operation, and maintenance of buildings abroad (Special Foreign Currency Program)," "International Boundary and Water Commission, United States and Mexico-Construction," and "Migration and Refugee Assistance." This authority is required to enable the Department to retain funds appropriated for construction projects, the completion of which extends beyond a single fiscal year, and to enable the Department to meet the calendar year 1973 program needs for Migration and Refugee Assistance.

Section 102. Limitation upon prior year authorization requirement

This section has been included to assure that permanent appropriations under which payments are made directly from the Treasury in accordance with existing statutory authority are not considered within the purview of section 407 of the Foreign Assistance Act of 1971. There are a number of such existing authorities such as the annual payment to the Republic of Panama; the annual payment to the Foreign Service Retirement and Disability Fund; use of proceeds from the sale or lease to foreign governments of sites at the International Center, Washington, D.C., for financing the costs of site preparation; payments from the Educational Exchange Permanent Appropriation which includes World War I debt payments by Finland; expenditure of trust funds received from foreign governments for citizens of the United States or others; and expenditures from the gift funds of the Department.

Section 103. Deputy Secretary—Bureaus of North American and South American Affairs.

Subsection (a) changes the title of the second ranking officer in the Department of State from "Under Secretary of State" to "Deputy

Secretary of State," and creates an additional Assistant Secretary of State position within the Department.

The new position of "Deputy Secretary" will remain in Level II of the Executive Salary Schedule. The recent reorganization of the executive level of the Department re-emphasizes the Under Secretary's role not only as the Secretary's alter ego but also as his principal deputy in all matters. The Secretary relies on the Deputy Secretary for insuring coordination of foreign affairs activities, including guidance to the Department and to other agencies on allocation of resources. The Deputy Secretary will be responsible for the management of the Department's planning, evaluation and resources allocation processes.

The Secretary's responsibilities have greatly expanded since the establishment of the position of Under Secretary. In addition to directing the activities of the Department proper, which are headed by the various Assistant Secretaries, he is also responsible for directing two semi-autonomous agencies—A.I.D. and ACDA. The involvement of the Department in the activities of numerous international organizations and the coordination of U.S. policy through the U.S. Representatives to these organizations have further complicated the responsibilities of the Secretary and Under Secretary.

The additional Assistant Secretary position is needed because of the new Bureau created by subsection (b)(1).

Subsection (b)(1) establishes within the Department of State a Bureau of North American Affairs and a Bureau of South American Affairs. At the present there is a Bureau of Inter-American Affairs which is responsible for foreign policy matters with all nations south of the U.S. border and in the Caribbean area. To the north, Canada comes under the Bureau of European Affairs.

The change, sponsored by Senators Aiken, Church and Spong, will bring our immediate neighbors, Canada and Mexico, into one Bureau in order to emphasize our special relationship with these countries. Many Canadians, for example, sensitive to their former colonial status, resent having their country lumped into some bureau with the nations of Western Europe. It is the Committee's intention that the nations to be included in the new Bureau of North American Affairs shall be Panama, and all nations to the north, including the islands of the Caribbean.

Subsection (b)(2) makes necessary shifts in the responsibilities of offices within the State Department to reflect the creation of the two new bureaus and the geographical areas assigned to each.

Subsection (b)(3) abolishes the Bureau of Inter-American Affairs and the position of Assistant Secretary of State for Inter-American Affairs.

Subsection (d) transfers the duties of the Under Secretary of State to the Deputy Secretary of State. The provision also allows the incumbent Under Secretary to assume the duties of Deputy Secretary without reappointment by the President and confirmation by the Senate.

Subsection (e) makes the provisions of subsections (a) and (b) effective July 1, 1972.

Section 104. Executive Schedule Pay Rates

Subsection (1) would amend Chapter 53 of Title 5 of the United States Code to reflect the change in the title of the second ranking officer in the State Department authorized in Section 103(a).

Subsection (2) amends the listing of personnel positions authorized for Level IV of the Executive Schedule to increase from 11 to 12 the number of Assistant Secretaries of State authorized for pay at this level.

Section 105. Retirement Annuities for Certain Aliens

This section would add a new subparagraph (J) to paragraph (1) of section 8331 of title 5, United States Code, to authorize Civil Service retirement credit for certain alien employees of the United States abroad who work for a protecting power (foreign government) on United States interests during an interruption of diplomatic or consular relations. Such credit would be authorized only when the United States reimburses the protecting power for the services performed by the aliens.

Alien (local) employees of the Foreign Service working in a United States embassy or consular post are separated from Federal Service when diplomatic or consular relations with the country exercising jurisdiction in the area involved are broken and American employees of the embassy or consular post are evacuated. Arrangements normally are made at such times to have a third nation protect United States interests on a reimbursable basis. In such cases the third country usually hires key Foreign Service local employees who have been technically separated to carry on the work involved in handling United States interests, such as travel of American citizens, and shipping and commercial matters; the local employees are thereafter usually rehired by the Foreign Service upon resumption of relations.

Service under such circumstances has not been creditable for Civil Service Retirement purposes. This has been a problem since World War II during which several hundred Foreign Service local employees transferred to "American Interests Sections" of Swiss embassies and consulates in order to continue to serve United States interests in enemy and occupied countries. After the war, most returned to Foreign Service rolls and about 100 are still so employed. In addition, about 50 others are now performing such service in Cuba and the Near East helping to protect United States interests.

This bill would authorize Civil Service retirement credit for such service for employees whose direct employment with the United States is interrupted in this unique way.

Subsection 105(a) defines qualifying service as fulltime service performed by an alien (1) previously employed by the United States Government, (2) for a foreign government for the purpose of protecting or furthering United States interests during an interruption of diplomatic or consular relations and (3) for which reimbursement is made by the United States to the foreign government. The section amends 5 U.S.C. 8331 to include an alien performing such service as an "employee" for purposes of Civil Service retirement coverage.

If such an employee was a participant in the Civil Service retirement system on his most recent separation as a Foreign Service local employee, normally he would continue under the Civil Service retirement system during his employment by the protecting power. If such employee was not a participant in the Civil Service retirement system on his most recent separation as a Foreign Service local employee, he normally would not become a participant in Civil Service retirement system during employment by the protecting power. In the latter case, if upon subsequent employment by the United States

Government he received a type of appointment entitling him to Civil Service retirement coverage, the prior service for the protecting power would count, under this amendment, as creditable service in the same manner as other prior non-deposit Federal service. In the case of an alien who continued under the Civil Service retirement system while employed by a protecting power, the amendment would require that both employee and employer retirement contributions continue to be deposited in the Civil Service retirement fund.

Subsection (b) makes the amendment effective on the first day of the second month which begins after its enactment. Subsection (c) provides that the amendment not apply to persons retired or separated on the effective date. The amendment would apply to all those employed by a protecting power who meet the criteria stated in this bill on the effective date and to all so employed thereafter. All service made creditable by this amendment performed by eligible persons prior to the effective date will be creditable.

It is estimated that the current annual payroll for eligible employees now working for protecting powers is \$200,000. Under this bill, this payroll would be added to the payroll on which the Department makes a 7 percent retirement contribution to the Civil Service retirement fund. This would cost \$14,000 annually. Also, enactment of this bill would result in an increase of approximately \$300,000 in the unfunded liability of the Civil Service retirement system because of past service performed by employees for protecting powers.

Section 106. Military Personnel and Civilian Employees Claims Act of 1964

Although the legislative history of payment of employee claims dates back to April 9, 1816, with enactment of the Military Personnel Claims Act, the Department of Defense, the military departments and the Coast Guard were the only agencies with authority to pay personnel claims prior to 1964. The Military Personnel and Civilian Employees' Claims Act of 1964 extended the coverage of claims statutes to civilian officers and employees of all government agencies, subject to the same \$6,500 limitation previously in existence for the military agencies.

The 1965 amendment to the Military Personnel and Civilian Employees' Claims Act of 1964 (79 Stat. 789) increased the claims settlement authority of the Department of Defense, the military departments and the Coast Guard to \$10,000, but retained the \$6,500 limitation for the civilian agencies.

The Committee believes that the justification submitted in support of the 1965 amendment is equally applicable to the foreign affairs agencies. The monetary limitation of \$6,500 is unrealistic and unduly restrictive in terms of the present cost of household goods and personal effects reasonably in an employee's possession. It imposes a great hardship on certain claimants who are victims of catastrophic losses, and leads to an increase of private relief legislation.

The Department of State administers the claims settlement program jointly with the Agency for International Development (AID) and the United States Information Agency (USIA). The joint regulations promulgated by State, AID and USIA are in accordance with the statements made in House Report No. 460 of the 88th Congress that the experience of the military departments would serve to estab-

lish guidelines and standards. The provisions of these regulations are similar to those of the military departments; the uniform depreciation allowance list developed by the military departments as a guide to adjudicating claims is used by the Department; and the policy set by the military departments as to maximum amounts allowable on categories of items such as photographic equipment, paintings, silverware and major appliances has also been adopted by the Department.

Although most claims are settled for less than \$1,000, often for only a few hundred dollars, a small percentage of claimants have not received full reimbursement for their losses since they exceeded the \$6,500 limitation. Thirty-five claims have been determined to be payable in excess of \$6,500 but for the statutory monetary limitation.

Personnel of civilian agencies with claims prior to 1964 could obtain recovery by requesting the Congress to enact private relief legislation. The same has been true for claims after 1964 for amounts in excess of \$6,500. The authority granted by Congress through enactment of the Military Personnel and Civilian Employees' Claims Act of 1964 relieved the Congress of much of the burden associated with processing private relief legislation. The proposed limitation of \$10,000 with the retroactive provision, would provide further relief from processing private relief bills for personnel of the foreign affairs agencies. It would also permit more expeditious settlement in those cases where a total loss occurs and the employee is faced with circumstances of extreme hardship.

The increase in the ceiling to \$10,000 was made retroactively effective to August 31, 1964 for the military agencies by the 1965 amendment. This section would permit application of the \$10,000 ceiling retroactively to this same date for the foreign affairs agencies. The Committee believes as a matter of equity to the individuals involved that they should be reimbursed for losses of personal property up to \$10,000 in the same manner as if they had been employed in a military department.

Losses in excess of \$6,500 have resulted primarily from catastrophes involving total loss or damage to employees' personal effects. Most have resulted from hostile activities or abandonment resulting from emergency evacuations. A few of these total losses occurred as a result of vessel wreckage or other severe transportation hazard. Most claims stem from losses incurred in overseas areas or in conjunction with the movement or storage of personal effects authorized at government expense for service-directed assignments to, from or between overseas posts of duty.

Of the 35 claims settled or pending since 1964 for the Department of State, Agency for International Development and United States Information Agency payable in excess of \$6,500 but for the existing limitation, the proposed legislation would involve a maximum expenditure of \$60,000 if enacted; a cost which the government would also incur in Congress were to consider favorably a request to enact private relief legislation for these same claimants.

The additional cost to the government for the next five years cannot be accurately determined because of the unpredictability of incidents that cause substantial losses. Based on past experience, the cost is estimated to be \$7,000 per year.

Section 107. Retirement from Foreign Service

This section would amend sections 631 and 632 of the Foreign Service Act of 1946, as amended, to lower the mandatory retirement age for career ministers from age 65 to 60. Such officers would continue to be exempt from mandatory retirement for age while serving in positions to which they have been appointed by the President, by and with the advice and consent of the Senate. The amendment would continue the Secretary's authority to extend the service of any officer for up to five years beyond mandatory retirement. This would insure that the lowered retirement age would not work to the detriment of the public interest. The amendment would also provide for a gradual implementation of the change in order that affected officers would have time to make necessary adjustments. For officers age 60 or over at the time of enactment, the effective date would be set mid-way between the date of enactment and the date the officers would reach age 65.

For example, the retirement date under the proposed legislation for an officer 64 years old at the time of enactment whose 65th birthday is ten months hence would be five months after the date of enactment. A 62-year-old officer whose 65th birthday was to be 30 months hence would be subject to retirement 15 months after the date of enactment. An officer whose 60th birthday coincided with the date of enactment would be subject 30 months hence. This 30-month date would be the outer limit, and the end of that month would be the effective date of the legislation for all career ministers reaching 60 after the date of enactment. Thus after two and a half years following the date of enactment, all career ministers would be mandatorily retired on reaching the age of 60, unless they were serving at that time in positions to which they were appointed by the President with Senate confirmation, or unless they were extended by the Secretary.

Sec. 108. Recommendations for Promotion

The Committee amended Sec. 623 of the Foreign Service Act of 1946 to require the Secretary of State, and other officers to whom the Act is applicable, to recommend to the President promotions of foreign service officers based upon, and in accordance with, the findings and order of rank determined by selection boards created by the Secretary to evaluate the performance of foreign service officers.

This has been the usual practice heretofore although it has not been required by law. Recently, however, some officers charged with responsibility for recommending promotions to the President have not followed the recommendations of the selection boards. As a hypothetical example, when a selection board submits in rank order a list of 25 officers for promotion from class two to class one and there are funds for only ten such officers to be appointed, the officer recommending specific promotions to the President has been able to insist that it is his prerogative as manager of his agency to disregard the rank-order recommended by the selection board and substitute his judgment for that of the selection board.

The view of the Committee is that this practice weakens the career system and is destructive of morale in the career service. The Committee recognizes that it could control this practice by recommending that the Senate refuse to give its advice and consent to recommended promotions not consistent with the rank order recommendations of

the selection boards. It believes, however, that the requirement of rank order promotions should be embodied in law.

The Committee amendment does not apply to recommendations for promotion to the rank of career minister or career ambassador. The Committee amendment does not limit the management authority of the head of the affected agencies to assign officers to any duty—thus management could assign a low-ranking officer to a position of responsibility normally held by an officer with a higher career rank.

The Committee has made one exception in requiring the head of the agency to adhere to the recommendations of the selection board. A new Section 623(b) permits the head of the agency “in special circumstances” to accept a grievance panel recommendation for promotion of a Foreign Service officer.

Section 109. Foreign Service Grievances

This adds a new part to Title VI of the Foreign Service Act of 1946, relating to Personnel Administration, establishing a procedure for the consideration of grievances in the Foreign Service. The major features of this new language are set forth below:

1. The stated purpose of the new part is “to provide officers and employees of the Service and their survivors, a grievance procedure to insure the fullest measure of due process, and to provide for the just consideration and resolution of grievances of such officers, employees, and survivors.”

2. The Secretary of State is required to promulgate regulations providing for the consideration and resolution of grievances which do not “in any manner alter or amend the provisions for due process.”

3. The new part calls for the establishment of a three-member board composed of “independent, distinguished citizens of the United States well known for their integrity, who are not officers or employees of the Department, the Service, the Agency for International Development, or the United States Information Agency.” One of the members shall be appointed by the Secretary of State; another by the organization “accorded recognition as the exclusive representative of the officers and employees of the Service”; and the third shall be appointed by the other two members. If the first two members are unable to agree on a third member within ten days after the second of such two members is appointed, the Chief Judge of the U.S. Court of Appeals for the District of Columbia shall appoint the third member. Provision is also made for the establishment of additional panels of three members as may be necessary “to consider and resolve expeditiously grievances filed with the board . . .”

4. A grievance shall be barred unless it is filed within a period of six months after the occurrence or occurrences giving rise to the grievance, except that if the grievance arose prior to the date the regulations are first promulgated or placed into effect, and not considered and resolved, it may be filed within a period of one year after the date of enactment of this new part.

5. The board is required to conduct a hearing on any case filed with it and such hearings shall be open unless the Board determines otherwise.

6. Any grievant, witness or other person involved in a proceeding before the board “shall be free from any restraint, interference, coercion discrimination or reprisal.”

7. In considering a grievance, the board shall have access to “any document or information considered by the Board to be relevant. . . .”

8. If the board resolves that a grievance is meritorious (in any case not relating to promotion, assignment or selection out of an officer or employee), it shall direct the Secretary to grant such relief as the board determines proper and "the resolution and relief granted by the board shall be final and binding upon all parties." In the case of a grievance relating to any promotion, assignment or selection out, the board shall certify its resolution to the Secretary of State together with such recommendations for relief as it deems appropriate. The board's recommendations are to be final and binding on all parties, except that the Secretary may reject a recommendation "only if he determines that the foreign policy or security of the United States will be adversely affected" and fully documents his reasons therefor.

9. A grievant may not file a grievance under this new part if he has formally requested (prior to filing a grievance) that his grievance be considered under a provision of a law, regulation or order other than those provided under this part.

10. Any actions taken by the Secretary of State or the Board are subject to judicial review and the Secretary is required to promulgate and place into effect regulations to establish and appoint members of the Board not later than 90 days after the date of enactment of the pending bill.

During the past year the Committee has received many complaints regarding grievance procedures in the Department of State. Some complaints have come from individuals who have severed their relationship with the Department, others from individuals who are still within the Department.

In recognition of many of these complaints on October 6, 1971, Senator Bayh (for himself and Senators Beall, Brooke, Case, Church, Cooper, Cranston, Hart, Hartke, Humphrey, Kennedy, Moss, Muskie, Pastore, Scott, Stevenson, Tower and Tunney) introduced S. 2659 as a substitute for a bill (S. 2023) which he had introduced earlier that year. A similar bill (S. 2662) was introduced by Senator Moss (for himself and Senator Miller). The Committee held public hearings on these grievance bills on October 7 and 18, 1971.

Furthermore, in connection with consideration of the nomination of Howard P. Mace, the former Director of Personnel for the Department of State, to be Ambassador to Sierra Leone, considerable testimony was directed at alleged shortcomings in the Department of State grievance procedures.

The Committee is aware of the concern of the Department of State at the enactment of this provision. The Department has established an "interim grievance" procedure system which it has expected in due course would be revised, depending upon agreements to be worked out between management in the Department and such organization as may be accorded recognition as the exclusive representative of officers and employees of the Foreign Service. There have been unavoidable delays in selecting the organization to represent officers and employees and it may be anticipated that more time will elapse before representatives of such a group and the management of the Department will be able to develop mutually acceptable grievance procedures. Accordingly, the Committee decided to adopt compromise language worked out by various sponsors of S. 2659.

If management of the Department and representatives of Departmental employees find provisions of this legislation interfere with their

working relationship, there will be opportunity in the future to suggest necessary changes in the pattern established by this provision.

Sec. 110. Ambassadors and Ministers

This section requires that persons given the title of "ambassador" or "minister" must first be nominated by the President and confirmed by the Senate in accordance with the requirements of the Constitution. An exception would be made in the case of persons given recess appointments to positions carrying such ranks in accordance with clause 3, section 2, of Article II of the Constitution. It would thus abolish the present practice of conferring the *personal* rank of "ambassador" or "minister" on individuals for protocol purposes. Under the present practice, which has no Constitutional or statutory sanction, their names are not submitted to the Senate and the Senate has no control over the number of people so named. A total of 22 persons, whose names and positions appear below, now hold the personal rank of ambassador or minister. The current practice denigrates the Constitutional role of the Senate, involves a misuse of the titles of ambassador and minister, and should be stopped.

With regard to individuals who serve as Deputy Chiefs of Mission, it is the Committee's understanding that they may be designated as "Minister-Counselor" *only* after the Secretary of State is satisfied that such a title is necessary for the effective discharge of their duties. According to information received from the Department of State, this title has been accepted by the international diplomatic community as a title indicating a rank of precedence higher than Counselor but "clearly subordinate to and distinct from any title denoting Chief of Mission."

PERSONS HOLDING PERSONAL RANK OF AMBASSADOR ACCORDED BY THE PRESIDENT (AS OF JAN. 3, 1972)

Name	Date accorded	Designation
Donald L. McKernan (L).....	Sept. 26, 1966	In connection with his designation as Special Assistant to the Secretary of State for Fisheries and Wildlife, accorded the personal rank of Ambassador during the periods of his representation of the United States at international conferences and meetings on fish and wildlife matters.
Richard D. Kearney (L).....	Mar. 22, 1967	A member of the International Law Commission, United Nations.
Joseph A. Greenwald, of Illinois (FSO-1)(L).....	July 22, 1969	Representative of the United States to the Organization for Economic Cooperation and Development (OECD), Paris.
Samuel D. Berger, of New York (FSO-CM)(L).....	Mar. 7, 1968	Deputy Ambassador to the Republic of Vietnam.
Joseph F. Friedkin, of Texas (L)...	July 2, 1968	Commissioner of the U.S. Section on the International Boundary and Water Commission, United States and Mexico.
Emil Mosbacher, Jr., of New York (P).....	Jan. 28, 1969	Chief of Protocol for the White House.
Gerard C. Smith, of the District of Columbia (L).....	May 13, 1969	During such periods as he may require it in representing the United States at talks and negotiations on matters relating to arms control and disarmament.
Philip J. Farley, of California (FSO-1)(L).....	May 13, 1969	Alternate Representative of the United States at the forthcoming talks with representatives of the U.S.S.R. on strategic arms limitations.
James F. Leonard, Jr., of Maryland (FSO-1)(L).....	July 18, 1969	During such periods as he may be designated to serve, either as the U.S. Representative or Alternate Representative, at meetings of the 18-Nation Disarmament Conference.
John C. Mundt, of New York (P).....	May 28, 1971	Special Representative of the United States for Inter-Oceanic Canal Negotiations.
William J. Porter, of Massa- chusetts (FSO-CM)(P).....	July 31, 1971	Personal Representative [of the President] to head the U.S. Delegation at Paris Meetings on Vietnam.
David H. Ward, of Illinois (P).....	Dec. 23, 1971	A Special Representative of the United States for Inter-Oceanic Canal Negotiations.

PERSONS HOLDING PERSONAL RANK OF MINISTER ACCORDED BY THE PRESIDENT (AS OF JAN. 3, 1972)

Boris H. Klosson, of Maryland (FSO-1)(L).	May 21, 1969	Deputy Chief of Mission, Moscow, U.S.S.R.
Rufus Z. Smith, of Illinois (FSO-1)(L).	Oct. 26, 1968	Deputy Chief of Mission, Ottawa, Ontario, Canada.
Wells Stabler, of Connecticut (FSO-1)(L).	July 1, 1969	Deputy Chief of Mission, Rome, Italy.
Donald C. Bergus, of Pennsylvania (FSO-1)(L).	Jan. 30, 1968	Counselor of the U.S. Interests Section of the Spanish Embassy in Cairo.
Robert A. Fearey, of Maryland (FSO-1)(L).	Aug. 6, 1969	Civil Administrator of the Ryukyu Islands, Naha, Okinawa.
William A. Ellis, of Washington (L).	Oct. 17, 1968	Director, U.S. AID Mission to Brazil.
William J. Stibravy, of New Jersey (FSO-1)(L).	Sept. 24, 1968	U.S. Representative to the United Nations Industrial Development Organization, Vienna.
Weir M. Brown, of Illinois (L).	July 3, 1962	Deputy to the U.S. Representative to the Organization for Economic Cooperation and Development, Paris/OECD.
Stuart H. Van Dyke, of Virginia (L).	Oct. 1, 1968	U.S. Representative to the Development Assistance Committee of the OECD, Paris.
Jules Bassin, of New York (FSO-1)(L).	Aug. 13, 1969	Deputy Representative of the United States to the European Office of the UN and other International Organizations, Geneva.

Note: (L)=Rank given by letter from the President; (P)=Rank given in commission from the President in connection with Presidential appointment not requiring confirmation by the Senate.

TITLE II—UNITED STATES INFORMATION AGENCY

Committee comments

The United States Information Agency requested a total authorization of \$200,249,000. The specifics of this request and the Committee's recommendations are as follows:

[In thousands]

Purpose	Request	Committee recommendations	Increase (+) or decrease (-)
Radio activities	\$52,122	\$36,485	-\$15,637
Motion picture and TV activities	15,928	11,150	-4,778
Press and publications activities	25,592	17,914	-7,678
Information centers, libraries, and related activities	29,623	29,623	
Program direction, general support and related activities	58,448	40,914	-17,534
Salaries and expenses—special foreign currency program	12,500	12,500	
International fairs and exhibits	5,036	5,036	
Acquisition and construction of radio facilities	1,000	1,000	
Total	200,249	154,622	-45,627

The Committee's decision to reduce the USIA's authorization request was based in large part on the Agency's refusal to make its Country Program Memoranda and other planning information available to the Committee as requested. The following correspondence contains the Committee's request and the Agency's negative response based on a claim of Executive Privilege by the President.

UNITED STATES INFORMATION AGENCY,
Washington, D.C., March 16, 1972.

Hon. J. WILLIAM FULBRIGHT,
Chairman, Committee on Foreign Relations,
U.S. Senate.

DEAR MR. CHAIRMAN: In response to your letter of March 1, I am enclosing herewith the President's directive dated March 15 from which you will note that I am unable to comply with your request for the USIA Country Program Memoranda and associated planning documents. I find that the material you request clearly falls within the scope of the President's directive.

My staff and I have carefully examined the so-called Country Program Memoranda and find that, for the most part, these are planning or working documents subject to subsequent discussion and final approval. These documents are under constant review, and programs are changed in the light of changing developments in Washington and in the host countries.

You will note from the President's directive that he wishes the Administration to be wholly responsive to Congressional requests subject only to restrictions necessary for the proper functioning of the Executive Department.

With this objective in view, I shall be happy to supply your Committee with summaries of the approved country objectives together with a description of the activities proposed to implement them. Also, our key officers, including myself and the Assistant Directors for each geographic area, are ready to provide your staff with country-by-country briefings as well as being available at all times for questioning by you and your colleagues.

Sincerely,

FRANK SHAKESPEARE.

THE WHITE HOUSE,
Washington, D.C., March 15, 1972.

MEMORANDUM FOR THE SECRETARY OF STATE, THE DIRECTOR, UNITED STATES INFORMATION AGENCY

As you know, by a memorandum of August 30, 1971 to the Secretary of State and the Secretary of Defense, I directed "not to make available to the Congress any internal working documents which would disclose tentative planning data on future years of the military assistance program which are not approved Executive Branch positions." In that memorandum, I fully explained why I considered that the disclosure of such internal working papers to the Congress would not be in the public interest.

I have now been informed that the Senate Foreign Relations Committee and the House Foreign Operations and Government Information Subcommittee have requested basic planning documents submitted by the country field teams to the United States Information Agency and the Agency for International Development, and other similar papers. These documents include all USIA Country Program Memoranda and the AID fiscal year 1973 Country Field Submission for Cambodia, which are prepared in the field for the benefit of the agencies and the Department of State and contain recommendations for the future.

Due to these new requests for documents of a similar nature to those covered by my August 30, 1971 directive, I hereby reiterate the position of this Administration so that there can be no misunderstanding on this point.

My memorandum for the Heads of Executive Departments and Agencies, dated March 24, 1969, set forth our basic policy which is to comply to the fullest extent possible with Congressional requests for information. In pursuance of this policy, the Executive Departments and Agencies have provided to the Congress an unprecedented volume of information. In addition, Administration witnesses have appeared almost continuously before appropriate Committees of the Congress to

present pertinent facts and information to satisfy Congressional needs in its oversight function and to present the views of the Administration on proposed legislation.

The precedents on separation of powers established by my predecessors from first to last clearly demonstrate, however, that the President has the responsibility not to make available any information and material which would impair the orderly function of the Executive Branch of Government, since to do so would not be in the public interest. As indicated in my memorandum of March 24, 1969, this Administration will invoke Executive Privilege to withhold information only in the most compelling circumstances and only after a rigorous inquiry into the actual need for its exercise.

In accordance with the procedures established in my memorandum of March 24, 1969, I have conducted an inquiry with regard to the Congressional requests brought to my attention in this instance. The basic planning data and the various internal staff papers requested by the Senate Foreign Relations Committee and the House Foreign Operations and Government Information Subcommittee do not, insofar as they deal with future years, reflect any approved program of this Administration, but only proposals that are under consideration. Furthermore, the basic planning data requested reflect only tentative intermediate staff level thinking, which is but one step in the process of preparing recommendations to the Department Heads, and thereafter to me.

I repeat my deep concern, shared by my predecessors, that unless privacy of preliminary exchange of views between personnel of the Executive Branch can be maintained, the full frank and healthy expression of opinion which is essential for the successful administration of Government would be muted.

Due to these facts and considerations, it is my determination that these documents fall within the conceptual scope of my directive of August 30, 1971 and that their disclosure to the Congress would also, as in that instance, not be in the public interest.

I therefore, direct you not to make available to the Congress any internal working documents concerning the foreign assistance program or international information activities, which would disclose tentative planning data, such as is found in the Country Program Memoranda and the Country Field Submissions, and which are not approved positions.

I have again noted that you and your respective Department and Agency have already provided much information and have offered to provide additional information including planning material and factors relating to our foreign assistance programs and international information activities. In implementing my general policy to provide the fullest possible information to the Congress, I will expect you and the other Heads of Departments and Agencies to continue to make available to the Congress all information relating to the foreign assistance program and international information activities not inconsistent with this directive.

RICHARD M. NIXON.

MARCH 1, 1972.

MR. FRANK SHAKESPEARE,
*Director, U.S. Information Agency,
Washington, D.C.*

DEAR MR. SHAKESPEARE: I am enclosing a copy of Mr. Ablard's letter of February 28 to Mr. Robert Dockery of the Committee staff concerning the status of the Country Program Memoranda prepared by the United States Information Agency. I understand from Mr. Ablard's letter that the Memoranda are regarded as "internal planning or working documents" and as such, the Agency believes that "it would not be appropriate to provide these documents to the Committee."

As you know, the "Agency in Brief 1972" publication describes this material in the following way:

"These CPM's (Country Program Memoranda) are designed to integrate USIS planning and resource allocation with overall U.S. objections in the country. The CPM's encompass total Agency resources devoted to the country, including media products and materials supplied from Washington." (p. 19)

I believe this information would be of interest to all Members of the Committee and of particular assistance to them in connection with the Agency's authorization hearings, beginning March 20.

In view of this, I am requesting that the Agency reconsider its decision and agree to make this information available to the Committee. I should appreciate hearing from you on this matter at your earliest convenience and, hopefully, no later than March 10. If the original decision is maintained, I should like to know what the Agency's legal authority is for withholding this type of information from the Congress.

Sincerely yours,

J. W. FULBRIGHT, *Chairman.*

Enclosure.

U.S. INFORMATION AGENCY,
Washington, D.C., February 28, 1972.

MR. ROBERT DOCKERY,
*Staff Consultant, Committee on Foreign Relations, United States
Senate.*

DEAR BOB: In preparation for authorization hearings on March 20, you have requested that USIA furnish you Country Program Memoranda and USIA Planning Papers. An evaluation of these documents reveals that they are substantially in the nature of internal planning or working documents which are in many cases unapproved and in a raw form. In most cases the CPM is not a final document as such but is an exchange of papers and proposals between the post and the area offices, with suggestions from other departments in Washington. They are, in a real sense, planning documents which are constantly under revision as programs change and developments occur both in the country of operation and in Washington.

Accordingly, it would not be appropriate to provide these documents to the Committee. However, we can provide you a summary of the approved country objectives, activities to implement them, and principal USIA audiences. Also, we can provide an oral briefing on a country-by-country basis to you and your staff colleagues, as well as for any Members of the Committee.

Of course, the Assistant Directors for each geographic area will give testimony before the Committee which can include specific country objectives.

Sincerely yours,

CHARLES D. ABLARD,
General Counsel and Congressional Liaison.

The Committee finds this refusal to provide information pursuant to the legislative duty of oversight as set forth in the Legislative Reorganization Act particularly dismaying because first of all it comes from the Information Agency itself—an Agency which should fully appreciate the value of information in the decisionmaking process. The Agency's refusal raises serious doubts as to whether it has such an appreciation and leaves the impression that USIA is willing to supply the Committee and the Congress with only that information which supports one point of view. Such a practice is hardly conducive to building a reputation for a "balanced and objective information program" and is more akin to a straightforward propaganda effort.

Equally dismaying is the all-encompassing nature of the Executive Privilege claim and USIA's implementation of it. Taken together these decisions raise the following considerations:

(1) They are broad enough to preclude from Presidential review future requests by the Committee for information on USIA and its activities; (2) the effect of the decisions is to permit working level officials to determine what will and what will not be made available to the Committee by labeling the material requested "internal working document"; and (3) the decisions serve to foreclose the possibility of the Committee and its staff having access to information in the Executive Branch that runs counter to an official policy position.

The Committee finds these prospects uninviting, unacceptable and potentially destructive to the legislative process.

The information contained in the Agency's Country Program Memoranda and other planning documents may provide a full and adequate justification for the \$200 million authorization request. The Committee simply has no way of knowing. It was in effect asked to approve this request "in the blind." It could not do so. And in the absence of such information and justification, the Committee believes the taxpayers of the country ought to be given the benefit of the doubt. Accordingly, it recommends a substantial reduction—a reduction of \$45 million in the USIA authorization request.

If the Agency decides at a later date to furnish the information requested, the Committee of course would consider a supplemental authorization request.

The specific reductions recommended by the Committee are an indication of its doubts and reservations about the size and extent of USIA's media programs with the exception of its information and library centers and cultural exchange-related activities. All of these programs are described below in detail from material provided by the Agency itself. The material is reprinted for illustrative purposes only.

As far back as 1953 the Committee, as a consequence of the work undertaken by the Hickenlooper-Fulbright Subcommittee, raised doubts about the media programs in its report "Overseas Information Programs of the United States." For example, with respect to the Voice of America program, the report stated :

. . . The Committee has paid much attention to a review of the scripts sent out by the Voice. It cannot rate many of them high in message value or purpose. Many of them might well have been omitted. (page 20)

And,

Even though presented with enthusiastic sincerity, the Committee was not convinced by the elaborate testimony and presumptive evidence given by VOA personnel to establish numerical and other proof of foreign audience reception. Much of the data was of a speculative nature. (page 21)

With respect to the press and publications media services, the 1953 report carried the following observations :

The Committee has received diverse comments on the press and publications program from all parts of the world, many of them critical. . . . There has been advocacy of the complete abolition of the wireless file on the grounds of its relatively minor value and its competition with the regular commercial news service. (page 17)

In contrast to the above, the Committee's 1953 report contained generally favorable comments about the information (library) centers program and cultural exchanges :

Information from all sources, including the Committee's own overseas observations, indicates that these [information] centers contribute effectively to the purposes of the information program. Former Directors of the information program testified to their value. Non-official observers abroad who communicated their views to the Committee generally concurred. (page 14)

The strength of the exchange-of-persons program appears to stem from diverse factors. The program enjoys a high prestige both at home and abroad and is therefore able to attract the voluntary participation of leading citizens. It is non-political and non-propagandistic in character so that it is acceptable in all parts of the non-Communist world. More than any other part of the program, exchanges are a two-way undertaking which stimulate foreign participation. (page 15)

This year after three days of intensive hearings on the USIA authorization bill, many Members of the Committee continue to have serious doubts about the Agency's large-scale, media operations. These doubts arise from a belief that, in approving the Information and Educational Exchange Act of 1948, Congress never envisioned that any agency of the Government should become permanently involved in radio broadcasting, TV and motion pictures or press and publications. The Government's entry into the information field was largely intended as an interim stop-gap arrangement until such time as the private communications and media services could expand their international coverage. In fact, the 1948 Act directed the Secretary of State to

reduce such Government information activities whenever corresponding private information dissemination is found to be adequate.

In this day of satellite communications and media services of every type, variety and description, it is difficult to argue that "private information dissemination" is inadequate. And yet, the United States Information Agency continues to expand its media services. This year it planned to spend \$94 million on these activities—about three times as much as it planned to spend on library and cultural programs.

What seems to have occurred over the years is that USIA's media services have just "grown." And instead of serving as a complement to the private media services, they may in fact be competing against them. If this is the case, there is no justification for it and the trend ought to be reversed.

Hopefully, the United States Information Agency will give very serious consideration to this matter in the months ahead.

Sec. 201 (a). Authorization of Appropriations

This section authorizes appropriations to be made to the United States Information Agency for purposes of carrying out international informational and cultural exchange activities pursuant to the United States Information and Educational Exchange Act of 1948, the Reorganization Plan 8 of 1953, and the Mutual Educational and Cultural Exchange Act of 1961. USIA's justifications follow:

The United States Information Agency seeks to promote a better understanding of the United States in other countries. The basic legislative authority for USIA and its predecessor organizations is P.L. 402, enacted in 1948. It provides for the dissemination abroad of information about the United States, its people and policies.

Among the means USIA uses to accomplish this purpose are radio broadcasting, information centers, libraries, personal contact, lectures, book publication and distribution, press placement, magazines and other publications, motion pictures, television, exhibits, and English-language instruction. Under the direction of the Ambassador and in cooperation with binational commissions where they exist, USIA officers abroad also carry out the overseas functions of the Department of States' educational and cultural exchange programs.

HISTORY OF U.S. INFORMATION AGENCY APPROPRIATIONS, FISCAL YEARS 1954 THROUGH 1973 ESTIMATE

[In millions of dollars]

Fiscal year	Salaries and expenses		Special international exhibition		Radio constr.	IMG ²	Grand total
	Amount	SFC ¹	Amount	SFC ¹			
1954	\$84.2						\$84.2
1955	77.3		\$5.0				82.3
1956	87.3		5.0				92.3
1957	113.0		11.2				124.2
1958	96.5		15.2		\$1.1		112.8
1959	101.7		6.4		14.8	\$2.5	125.4
1960	101.6		6.1		9.0	2.7	119.4
1961	105.3	\$3.0	8.9	\$0.7	8.7	3.7	130.3
1962	111.5	9.3	8.0	.3	10.7	1.5	141.3
1963	123.1	8.5	7.6	.4	16.2	1.0	156.8
1964	134.0	11.7	7.2	.5	12.1	.7	166.2
1965	140.3	8.2	15.0	.4	2.0		165.9
1966	144.0	11.1	3.7	.2	26.2		185.2
1967	152.2	10.9	2.7	.4	6.5		172.7
1968	155.1	8.6	12.0	.4	18.2		194.3
1969	160.0	9.3	3.5	.4			173.2
1970	169.7	10.8	2.9				183.4
1971	172.1	13.0	4.0	.3	.6		190.0
1972	179.0	13.0	3.4	.3	1.1		³ 196.8
1973 estimated	181.7	12.5	4.7	.4	1.0		³ 200.3

¹ Special foreign currency program.

² Informational media guarantee program.

³ Excludes supplemental request in 1972 and amendment in 1973 relating to January 1972 Pay Act and dollar devaluation. Estimate for 1973 includes proposed amendment of \$1,552,000 for 7th United States-U.S.S.R. exhibits exchange.

U.S. INFORMATION AGENCY—1973 SALARIES AND EXPENSES RESOURCES BY GEOGRAPHIC AREA AND FUNCTION

[In thousands of dollars]

Program by geographic area ¹	Program by function ²						Total
	Radio	Press and publications	Motion pictures and television	Centers and related activities	Research and assessment	Direction and general support	Shared administrative support
East Asia and Pacific.....	\$782	\$4,494	\$2,166	\$5,548	\$515	\$5,393	\$3,676
Africa.....	330	1,628	848	3,420	16	3,364	3,337
Near East and North Africa.....	71	1,008	389	1,964	28	2,065	1,520
South Asia.....	261	3,829	692	4,820	68	3,469	2,025
Latin America.....	1,100	2,736	2,146	6,734	98	3,560	3,454
West Europe.....	304	3,637	1,307	5,941	188	3,992	3,848
Special European programs (Berlin and RIAS).....	3,518	83	38	271	---	193	318
Soviet Union and East Europe.....	54	1,336	282	1,518	22	1,672	1,067
Worldwide programs and support.....	45,998	10,279	8,454	4,066	3,657	14,164	1,238
Total, salaries and expenses obligations.....	52,418	29,030	16,322	34,282	4,592	37,872	20,483
Less: Foreign currency balances available.....	-17	-204	-23	-276	-6	-177	-83
Total, salaries and expenses request.....	52,401	28,826	16,299	34,006	4,586	37,695	20,400
							194,213

¹ Area resources are comprised of direct mission expenses for each country or regional program; salaries and related costs of the American staff assigned; media products, supplies, equipment and services provided in direct support of the country or regional program; costs of administrative support servicing provided on a reimbursable and shared basis by the Department of State; and an allocated portion of home leave and transfer costs, training expenses, Foreign Service pipeline complement and other costs incurred on a worldwide basis in support of the staff in the area.

² Resources by function are comprised of the costs of the media services, other support elements and overseas missions costs that can be directly attributed to the functions shown; an allocation by function of USIS overseas staff costs based on field estimates of time spent on the different functions; and an allocated portion of home leave and transfer costs and the other worldwide support costs related to the USIS staff identified with each function.

ANALYSIS OF AGENCY POSITIONS BY MAJOR ORGANIZATIONAL GROUPINGS AND APPROPRIATION FROM WHICH FUNDED

	1971 actual	1972 estimate	1973 estimate	Increase or decrease(—)
Salaries and expenses: ¹				
USIS missions:				
Domestic.....	143	109	109	—
Overseas Americans.....	1,137	1,091	1,086	—5
Local employees.....	4,462	4,238	4,216	—22
Total, USIS missions.....	5,742	5,438	5,411	—27
Media services:				
Domestic.....	2,232	2,208	2,222	14
Overseas Americans.....	146	141	132	—9
Local employees.....	1,159	1,178	1,178	—
Total, media services.....	3,537	3,527	3,532	5
Research, direction, and other services:				
Domestic.....	867	842	842	—
Overseas Americans.....		3	3	—
Local employees.....		3	3	—
Total, Research, Direction and Other Services.....	867	848	848	—
Total, salaries and expenses:				
Domestic.....	3,242	3,159	3,173	14
Overseas Americans.....	1,283	1,235	1,221	—14
Local employees.....	5,621	5,419	5,397	—22
Total, salaries and expenses.....	10,146	9,813	9,791	—22
Special international exhibitions:				
Domestic.....	56	56	56	—
Overseas Americans.....	2	2	2	—
Local employees.....	6	6	6	—
Total, special international exhibitions.....	64	64	64	—
Grand total, USIA:				
Domestic.....	3,298	3,215	3,229	14
Overseas Americans.....	1,285	1,237	1,223	—14
Local employees.....	5,627	5,425	5,403	—22
Total, USIA.....	10,210	9,877	9,855	—22

¹ Includes dollar and foreign currency accounts.*Subsection 201(a)(1)(A). Radio Activities*

This section authorizes an appropriation of \$36,485,000 for radio activities. The Administration requested \$52,122,000 for these activities according to its justification which follows:

The radio activities of the Agency consist of the operations of the Broadcasting Service (the Voice of America), the production and placement of radio materials by overseas missions, and support to Radio in the American Sector of Berlin (RIAS).

VOA PROGRAM OPERATIONS

The Voice of America is now broadcasting in 35 languages. The projected weekly broadcast schedule as of June 30, 1972, and June 30, 1973, is presented below. In addition to direct broadcasts, VOA prepares direct point-to-point feeds and recorded programs for placement on local stations overseas.

The program operations of VOA include the management, planning and policy supervision of programs it broadcasts and/or distributes. The more important areas are (1) the centralized program service which produces VOA newscasts, news analyses, and features; (2) the language services them-

selves, which edit and translate into foreign languages the material produced by the centralized program service, create original programs tailored to specific countries, broadcast programs in different languages, and prepare recorded materials for use by foreign radio stations; (3) the VOA studios and control plant in Washington and network traffic; and (4) overseas correspondents at Athens, Beirut, New Delhi, Bangkok, Hong Kong, Tokyo, Saigon, Munich, Belgrade, Abidjan, Lagos, Nairobi, Rabat, and Buenos Aires, and subsidiary centers in New York, Chicago, Los Angeles, Miami, Rhodes, Beirut, and Cairo.

During 1972, broadcasting to East Asia has been reduced by 28 hours weekly: a reduction of 10½ hours in Khmer to a total of 14 hours, and a reduction of 17½ hours in Vietnamese to a total of 35 hours. In 1973, an additional 28 hours of broadcast are planned as follows: (a) Initiation of seven hours in Uzbek; (b) An increase of seven hours in Ukrainian for a total of 21 hours; and (c) An increase of 14 hours in Russian for a total of 70 hours. Estimated 1973 costs for VOA program operations are \$25,372,000.

TECHNICAL BROADCASTING OPERATIONS

The VOA manages a world-wide system of Government-owned or leased radio facilities, broadcasting over 47 transmitters in the United States and 76 transmitters overseas. Most of the Voice of America programs originate in Washington and are transmitted to the shortwave stations at Greenville in North Carolina, Dixon and Delano in California, and Bethany in Ohio, and the medium wave station at Marathon in Florida. The shortwave transmissions are then picked up by overseas relay stations which boost the strength of the signal and transmit it to the target area via short or medium wave, depending on the local situation and available facilities. Programs to Latin America are broadcast directly from facilities in the United States. Most of the Arabic broadcasts to the Near East and North Africa emanate from the Rhodes Program Center for direct broadcast over the transmitters at Rhodes.

Construction of the new Relay Station at Kavala in Greece is expected to be completed in July, 1972. The Kavala Station will take over the broadcast schedule currently being carried on the medium wave transmitter of the Thessaloniki Relay Station in March, 1972. In August, 1972, the shortwave operation will be transferred to Kavala from Thessaloniki, at which time VOA operations of the Thessaloniki Station will be discontinued.

OVERSEAS MISSION ACTIVITIES

USIS posts produce news and feature programs for placement on indigenous stations, promote VOA broadcasts, place on local stations VOA-produced package programs, and—in certain cases—produce radio program elements for broadcast by the Voice of America. USIS activities in Brazil and Mex-

ico illustrate field radio programs. USIS Brazil produces and places two 20-minute programs each week. It also distributes eight VOA-packaged programs weekly. Approximately 185 radio stations in Brazil now use USIS-supplied materials each month.

USIS Mexico produces and places 5-minute commentaries, two weekly half-hour programs, and a weekly 15-minute program on U.S. scientific achievements. It also places 12 VOA-produced package programs on 29 stations and produces interviews and reportages for use by VOA.

RADIO IN AMERICAN SECTOR (RIAS)

RIAS maintains a 24-hour schedule of broadcasting directed to East Germans.

The station is directed by three career USIS officers working with a top German Directorate, who themselves are radio men of significant stature in German radio and cultural circles. The total German staff is presently 594. Broadcast time amounts to 245 hours per week (in the morning and the evening transmitters are divided to carry two contrasting programs with longer periods on weekends). The station produces from its own resources about 90% of its varied and sophisticated broadcast schedule; the remainder coming from the VOA German feeds, and exchanges with the stations of the Federal Republic. RIAS is an associate member of the Association of West German State Radio Organizations, and thus offers its programs to these stations in exchange for a significant amount of cost-free programming in return.

Its main studios are in one building in Berlin, with a small studio in Bonn for its daily coverages from the West German capital. The Berlin facilities include twelve studios, a major facility for recording large orchestras and variety programs; five mobile units for live coverage from around Berlin; and the necessary administrative and technical control offices and facilities. Its transmission facilities, located at its base in the southeastern section of the U.S. sector of Berlin, include two medium-wave transmitters, two FM and one short-wave transmitter. To cover the heavily populated and industrialized southern area of the GDR, RIAS also operates one medium and one FM transmitter in Northern Bavaria, near Hof. All RIAS medium wave transmissions are continuously jammed by the GDR around the clock; short-wave and FM are not, the former probably because listenership is small, and the latter because jamming would disrupt too many of East Germany's own broadcasts on nearby frequencies.

RIAS - SUMMARY DATA

[Dollar amounts in thousands]

	1972 and 1973 positions		Fiscal year 1972 estimate			Fiscal year 1973 estimate		
	American	Loc.	Direct costs	Support costs	Total	Direct costs	Support costs	Total
RIAS	3		\$3,418	\$99	\$3,517	\$3,515	\$107	\$3,622

BROADCASTING SERVICE DIRECTION, AND UNDISTRIBUTED COSTS

This activity includes: (1) Certain central management functions of the Broadcasting Service, such as the Office of the Director and associated staffs and (2) An allocated portion of the home leave and transfer, training, and other worldwide support costs related to USIS staff involved in radio activities.

A summary of FY 1972 and FY 1973 staff and resources for radio activities is presented below, followed by the weekly VOA broadcast schedule for those years. The amounts for radio activities include:

A. Costs for the operation of the Broadcasting Service (VOA);

B. The costs incurred by overseas missions to produce and place radio programs, and to promote Voice of America broadcasts; and

C. Radio support for RIAS (Radio in the American Sector of Berlin).

SUMMARY OF RADIO ACTIVITIES

[Dollar amounts in thousands]

	1972 and 1973 positions		1972 estimate	1973 estimate
	Domestic support	USIS missions		
1. VOA program operations.....	1,180	-----	\$24,920	\$25,372
2. Technical broadcasting operations.....	1,136	-----	18,459	19,496
3. Overseas missions activities.....	-----	191	15,965	16,058
4. Broadcasting Service direction, and undisturbed costs..	33	10	1,410	1,492
Total, radio activities.....	² 2,349	201	50,754	52,418

¹ Includes funds for RIAS. See above.

² Position data are for 1973. In 1972, VOA has 2,344 positions.

WEEKLY BROADCASTING SCHEDULE

	June 30, 1972 (Originations and repeats)	June 30, 1973 (Originations and repeats)
East Europe:		
Albanian.....	3:30	3:30
Armenian.....	7:00	7:00
Bulgarian.....	10:30	10:30
Czech-Slovak.....	14:00	14:00
Estonian.....	7:00	7:00
Georgian.....	7:00	7:00
Hungarian.....	17:30	17:30
Latvian.....	7:00	7:00
Lithuanian.....	7:00	7:00
Polish.....	14:00	14:00
Romanian.....	10:30	10:30
Russian.....	56:00	70:00
Serbo-Croatian.....	7:00	7:00
Slovene.....	3:30	3:30
Ukrainian.....	14:00	21:00
Uzbek.....	-----	7:00
World-wide English.....	(86:30)	(87:30)
Subtotal.....	185:30	213:30
West Europe:		
Greek.....	3:30	3:30
Turkish.....	3:30	3:30
Subtotal.....	7:00	7:30

WEEKLY BROADCASTING SCHEDULE—Continued

	June 30, 1972 (Originations and repeats)	June 30, 1973 (Originations and repeats)
Africa:		
French.....	31:30	31:30
Swahili.....	7:00	7:00
English to Africa.....	42:00	42:00
World-wide English.....	(45:30)	(45:30)
Subtotal.....	80:30	80:30
Near East and North Africa:		
Arabic.....	77:00	77:00
World-wide English.....	(101:30)	(101:30)
Subtotal.....	77:00	77:00
South Asia:		
Bengali.....	7:00	7:00
Burmese.....	7:00	7:00
Hindi.....	7:00	7:00
Urdu.....	7:00	7:00
World-wide English.....	(54:15)	(54:15)
Subtotal.....	28:00	28:00
East Asia and Pacific:		
Khmer.....	14:00	14:00
Chinese.....	70:00	70:00
Indonesian.....	21:00	21:00
Korean.....	10:30	10:30
Lao.....	7:00	7:00
Russian.....	21:00	21:00
Thai.....	3:30	3:30
Vietnamese.....	35:00	35:00
World-wide English.....	(63:00)	(63:00)
Subtotal.....	182:00	182:00
Latin America:		
Spanish.....	49:00	49:00
Portuguese.....	21:00	21:00
World-wide English.....	(14:00)	(14:00)
Subtotal.....	70:00	70:00
World-wide English.....	180:15	180:15
Total Broadcasts.....	810:15	838:15

Subsection 201(a)(1)(B)—Motion picture and television activities

This subsection authorizes an appropriation in the amount of \$11,150,000 for motion picture and television activities. For these activities the Administration requested \$15,928,000 as described in its presentation:

Motion picture and television activities of the Agency include the operations of the International Screen Service (ISS) and distribution and production operations of overseas missions.

PRODUCTION, ADAPTATION, AND ACQUISITIONS

The Screen Service produces, contracts for, and acquires films and television programs for use by the overseas mission in support of Agency objectives. These programs consist of single film and TV documentaries as well as series. Certain USIS posts also produce and/or adapt films and TV programs.

The motion picture production activities of the Screen Service include the development of documentary films and the provision of newsreel services. In fiscal year 1972, work is proceeding on approximately 30 documentary films of varying length, including: "The Numbers Start With the River," a film on small-town America; a continuation of the One Man series of 13-minute color documentaries on the lives and work of individuals (such as David Federle, Capitol Page Boy, and Wilson Riles, Superintendent of Schools, State of California); and films in the U.S. Newsreel services include short filmed coverage of special events for use in newsreels and television programs overseas.

Television production by ISS includes both television series and special programs. Special programs treat significant developments, timely issues, and aspects of American life, including policy pronouncements by the President and other high officials of Government, visits of foreign leaders, space exploration, and inauguration of satellite ground stations overseas. The use of satellite television programming is increasing. For example, last year four programs with Yugoslav President Tito were transmitted to Yugoslavia during his visit to the United States. Other television production includes: *Vision USA*, a 30-minute series presenting a view of what is happening in the U.S. today; an American literature series called *The American Experience*; a color production of the opera, *The Consul*; *Correspondente Internacional*, a series for Brazil; *Ahora*, a series for Latin American audiences; and *Science Report*, a monthly program shown regularly in 80 countries, on significant developments in American science and technology.

ISS also facilitates coverage by resident foreign correspondents of public affairs events and developments in this country, and cooperates with visiting foreign television crews making special documentaries about the U.S. The Screen Service is also placing increasing emphasis on the acquisition of productions from sources outside the Agency. This year, 225 titles are expected to be acquired.

At some posts, program materials provided by ISS are adapted for local use. Where local facilities exist and where it is to their advantage, some posts produce motion picture and television programs locally. In the East Asia and Pacific area, for example, six overseas missions engage to some extent in local motion picture and television productions. In Latin America, twelve countries are engaged in some such production—principally Brazil, Colombia, Mexico, Peru, and Uruguay.

DISTRIBUTION AND PLACEMENT

USIS posts distribute and exhibit film and television programs through local theatrical and TV outlets, through loans to private and governmental organizations, and by direct projection by members of the USIS staff. The Screen Service facilitates the distribution and placement of materials at posts by recording programs in certain languages by pro-

viding prints of materials, and by supplying posts with projectors.

DOMESTIC TECHNICAL FACILITIES

The Screen Service manages two television studios and related facilities in Washington. Color cameras and other color equipment are gradually being added to these facilities, enabling the Screen Service to produce selected program material in color for kinescope and videotape distribution.

SCREEN SERVICE DIRECTION, AND UNDISTRIBUTED COSTS

This activity includes: (1) certain central management functions of the Screen Service, such as the Office of the Director and associated staffs; and (2) an allocated portion of the home leave and transfer, training, and other world-wide support costs related to USIS staff involved in motion picture and television activities.

A summary of FY 1972 and FY 1973 staff and resources for motion picture and television activities is presented below. The amounts include: (a) costs for the operation of the Screen Service (ISS); and (b) costs incurred by overseas missions to distribute and produce motion picture and television materials.

SUMMARY OF MOTION PICTURE AND TELEVISION ACTIVITIES

[Dollars in thousands]

	1972 and 1973 Positions		1972 estimate	1973 estimate
	Domestic media	USIS missions		
1. Production, adaptation, and acquisition.....	121	155	\$7,863	\$7,914
2. Distribution and placement.....	36	1,401	4,932	5,045
3. Domestic technical facilities.....	60	-----	1,361	1,365
4. Screen service direction, and undistributed costs.....	45	29	1,994	1,998
Total, motion pictures and TV activities.....	262	1,585	16,150	16,322

¹ 1973 estimate. 1972 estimate includes 1 additional position equivalent.

Subsection 201(a)(1)(C) Press and publication activities

This authorizes an appropriation of \$17,914,000 for press and publications activities. The Administration requested \$25,592,000 as set forth below:

The press and publications activities of the Agency cover a wide range of products and services generated both by the Press and Publications Service (IPS) and by overseas missions.

WIRELESS FILE PRODUCTION, TRANSMISSION, AND DISTRIBUTION

The Press and Publications Service operates a worldwide radio-teletype communications system known as the wireless file. One of the Agency's main fast channels of regular communication with USIS posts, it consists of five regional transmissions sent five days weekly to 127 monitoring posts.

The files, which run from 10,000 to 15,000 words daily, to each region, feature key U.S. Government statements and articles explaining American policy, government operations, and aspects of American life. Major sources of this material are the White House, the Congress, Departments of State and Defense, other federal agencies and private American institutions and authorities. The files also carry regional stories and interviews of particular interest to specific areas or countries and editorial wrapups. The files emphasize full textual treatment of official materials not available through commercial sources. Material sent in the wireless file is used by USIS posts in several different ways: for placement in indigenous media and post-produced publications; for distribution of selected items directly to interested officials, heads of various organizations, and other key people; and for timely background information on major issues. Such background information is used by USIS and Embassy officers in their personal contacts with editors, writers, government officials, and other opinion leaders.

PERIODICALS

IPS produces six magazines, two of which—*Dialogue* and *Problems of Communism*—are for worldwide distribution. *Dialogue* is a scholarly quarterly which consists primarily of reprints from U.S. journals. It presents a diversity of opinion and analysis on subjects of international interest, including urban problems, economic development, science and technology, and literature and the arts. *Problems of Communism* is a bi-monthly journal which features articles from scholars presenting in-depth analyses of developments in communist countries. Both magazines are reprinted in foreign-language versions.

Three other IPS magazines carry substantive texts in formats emphasizing visual impact through quality photography and modern typography. *American Illustrated*, published monthly in Russian and Polish, is designed to present a balanced picture of American cultural and technological achievements. It is sold in the USSR and Poland under reciprocal agreements which limit the number of copies sold to 60,000 in Russian and 30,000 in Polish. *Topic*, with a circulation of 45,000, is issued eight times a year in English and French for sub-Saharan Africa. It emphasizes aspects of the American scene which are significant to Africa as part of its focus on U.S.-African relationships. *Al Majal*, which is published eight times a year in Arabic in 19,000 copies, emphasizes U.S.-Arab mutual interests and American cultural, scientific and social progress.

Horizons, a monthly magazine in English for USIS posts in Southeast Asia, explains the United States and its policies, especially those most relevant to Southeast Asia. This 60,630-circulation magazine also provides a major source of material for similar one-country magazines published by USIS posts in Thailand, Viet-Nam, the Philippines, Nepal and Laos.

Many posts prepare magazines of their own which are dis-

tributed in the countries where they originate. A few circulate in other countries as well. Included in this category are *Information and Documents*, a 94,600-circulation semi-monthly current affairs magazine published by USIS Paris and distributed in France and in French-speaking countries of Africa, and *World Today*, produced in Chinese by USIS Hong Kong and circulated in 113,600 copies in East Africa.

Examples of other new post-produced publications include *Span* in India, a monthly in English with a circulation of 130,000; *New Frontiers* in Iran, a monthly in Farsi distributed in 25,500 copies; *Saber* in Mexico, a Spanish-language monthly with a circulation of 19,200; and the Japanese-language *Trends* in Japan, with a highly-targeted circulation of 7,120.

IPS supports post-produced periodicals by providing editorial and technical assistance, by furnishing paper and other supplies when printed locally, and—in some cases—by printing the periodicals at one of its three overseas printing plants.

OTHER PRESS ACTIVITIES, PAMPHLETS, LEAFLETS, AND PHOTOS

Activities included here cover a variety of products and services provided by the Press and Publications Service and by overseas posts.

Feature articles—less timely than material carried in the wireless file, but covering the same broad range of subjects related to Agency themes—are regularly produced by IPS and sent to USIS posts by air. USIS posts use these feature materials primarily for placement in local magazines and periodicals. They are also placed in USIS post publications and used in connection with seminars and discussion groups. IPS furnishes posts with picture stories and news and feature photos for placement in local publications, and also provides posts with press supplies and equipment required for their local publications.

Pamphlets and leaflets are prepared and printed both by IPS and by overseas missions. Pamphlets are on subjects such as the American economy, arts, government, science, and history.

PRESS SERVICE PRINTING FACILITIES

Major printing facilities of IPS are located at Regional Service Centers in Manila, Beirut and Mexico City. Principal IPS publications, as well as many of the periodicals and pamphlets produced by posts, are printed at these centers.

PRESS SERVICE DIRECTION, AND UNDISTRIBUTED COSTS

This activity includes: 1) certain central management functions of the Press and Publications Service, such as the Office of the Director and associated staffs, and the servicing of all operational telegraphic traffic for the Agency (1973 estimate, \$1,263,000); and 2) an allocated portion of the

home leave and transfer, training and other world-wide costs related to USIS staff involved in press and publications activities.

A summary of FY 1972 and FY 1973 staff and resources for Press and Publications activities is presented below. The amounts include: a) costs for the Press and Publications Service (IPS); and b) costs incurred by overseas missions to distribute and produce press and publications materials.

SUMMARY OF PRESS AND PUBLICATIONS ACTIVITIES

[Dollars in thousands]

	1972 and 1973 positions		1972 estimate	1973 estimate
	Domestic media	USIS		
1. Wireless file production, transmission, and distribution.	83	335	\$5,868	\$6,029
2. Periodicals.....	89	1,362	7,336	7,472
3. Other press activities pamphlets, leaflets, and photos...	124	1,698	9,511	9,669
4. Press service printing facilities.....	348		1,694	1,954
5. Press service direction, and undistributed costs	58	72	3,925	3,906
Total, press and publications activities.....	702	1,467	28,334	29,030

¹ Position equivalents are for 1973. In 1972 the estimate for overseas missions position equivalents for periodicals is 366; for other press activities, 705; for all press and publications activities, 1,467.

Subsection 201(a)(1)(D). Centers and Related Activities

This subsection authorizes an appropriation of \$29,623,000 for overseas information centers and related activities. This is the full amount requested by the Administration in its presentation which follows:

The Agency's centers and related programs span a wide range of programs, products, and services provided by the Information Center Service (ICS) and by USIS posts. These include book programs, multimedia program development, support for binational centers, and the operation and support of overseas information centers and related activities.

BOOK PROGRAMS

The Agency supports a variety of commercial publishing programs designed to promote the widest possible dissemination abroad of books which illustrate important aspects of American life and culture. Special emphasis is placed on those titles which describe American political, economic, social, and philosophical development.

The support of the Agency may take several forms, such as obtaining foreign-language rights; absorbing translation and promotion costs; giving sufficient support to decrease the retail price; or agreeing to purchase part of the foreign edition. American publishers are assisted in the production of special low-priced export editions in English for sale abroad by local book dealers.

For example, by an arrangement with Yugoslav publishers, English reprints of 20 titles in the American studies category have been produced and sold in Eastern Europe. In the India textbook program the Agency, in 1971, financed

publication of 50 titles. The texts, selected by representatives of the Indian and American Governments, are sold to Indian students for one-fourth of the U.S. price.

Translated editions are prepared by qualified residents of the countries in which the languages are used and published by reputable publishers in those countries. Among the regular annual output in the book publishing program at present are about 42 titles per year in French for distribution throughout French-speaking Africa; 18 titles in Arabic for sale throughout the Arabic-speaking area; 22 titles in Serbo-Croatian for sale to Yugoslav students; and 76 titles in Spanish for Latin American audiences.

Most editions are unabridged, but some topical books are condensed to reach a larger audience. A number are published in simplified English versions for overseas readers. In the Agency's Ladder Book Series, for example, books are adapted to vocabulary levels from 1,000 to 5,000 high frequency English words, and published by U.S. publishers.

In addition to its publishing programs, the Agency distributes abroad new books donated by American publishers. Through the USIS posts, these books are given to selected foreign recipients which include government officials, school administrators and teachers, university faculties and libraries. Over the last two fiscal years 4.2 million donated books have been distributed in this manner.

MULTIMEDIA PROGRAM DEVELOPMENT

The Information Center Service is exploring the development of programs on important subjects, using a number of media (exhibits, publications, films, other audio-visual materials, speakers, etc.) in combinations which complement and reinforce the information and impressions being communicated. In addition, regular exhibits and components will continue to be provided to meet post needs. Seminars and lectures will be used in combination with exhibits and multimedia programs.

BINATIONAL CENTER SUPPORT

Binational Centers are institutions (jointly sponsored by American residents and nationals of the host countries) operating for the purpose of disseminating information about the United States and the host country, and of fostering cultural exchange and better mutual understanding. They conduct academic and cultural programs, and many emphasize the teaching of English to nationals of the host country.

The Agency provides support to 127 of these institutions, 100 of which are in 19 Latin American countries. The kind and extent of support varies from center to center, but could include: 1) Grants made by USIS posts for program materials, to help meet local operating expenses, and to finance special projects; 2) Grants to selected binational centers to assist them in acquiring adequate space for their activities; 3) The provision by ICS of American books and publications,

and supplies and equipment not available locally; 4) The development and supply of English-teaching materials by ICS for the extensive English-teaching programs run by the bi-national centers. These materials give accurate information on American life, ideas, and political and economic systems. ICS publishes the *English Teaching Forum*, a bi-monthly professional journal, with a circulation of around 75,000; 5) The assignment of Agency personnel to assist in the management of the centers. In Latin America, for example, 43 Americans are assigned to 38 selected centers.

MISSION INFORMATION CENTER OPERATIONS, RELATED ACTIVITIES AND SUPPORT

The activities included in this section relate primarily to the operation of the Agency's 164 information centers and reading rooms overseas.

USIS posts rent, maintain and operate these centers and reading rooms, which are the focal points for a variety of related activities. These include the operation of exhibits; the promotion of English teaching by conducting classes and seminars, and providing textbooks, supplies and other support to local institutions offering English language instruction; the selection of publications for use in libraries and for presentation to institutions and carefully selected key opinion leaders; conduct and support of programs that promote all aspects of American life and culture through seminars, conferences, lectures, concerts, and art exhibitions; and the encouragement and assistance to foreign universities in establishing courses in American studies. The Information Center Service provides materials, supplies and equipment to support the posts in these activities. In addition, the Center Service advises posts on the contents and program relevance of books considered for use in libraries and for presentation; and on the whole range of center related activities.

CENTER SERVICE DIRECTION, AND UNDISTRIBUTED COSTS

This activity includes: 1) certain central management functions of the Information Center Service, such as the Office of the Director and associated staffs; and 2) an allocated portion of the home leave and transfer, training, and other worldwide support costs related to USIS staff involved in centers and related activities.

A summary of FY 1972 and FY 1973 resources for centers and related activities is presented below. The amounts include: a) costs for the operation of the Information Center Service (ICS); and b) costs incurred by overseas missions for the support of center operations and related activities.

SUMMARY OF CENTERS AND RELATED ACTIVITIES

[Dollars in thousands]

	1972 and 1973 positions		1972 estimate	1973 estimate
	Domestic media	USIS		
1. Book programs.....	32	188	\$4,759	\$4,780
2. Multimedia program development.....	52		1,163	1,134
3. Binational center support.....	26	127	4,384	4,278
4. Mission information center operations, related activities and support.....	79	1,348	19,435	20,354
5. Center service direction, and undistributed costs.....	22	87	3,788	3,736
Total, centers and related activities.....	211	1,750	33,529	34,282

¹ 1973 position equivalents. In 1972, position equivalents are 126 for binational center support, 1,375 for center operations and support activities, and 1,776 for all centers and related activities.

Subsection 201(a)(1)(E). Program direction, and general support, shared administrative expenses, and research and assessment

This subsection authorizes an appropriation of \$40,914,000 for program direction, general support, shared administrative expenses and research and development activities. For these purposes, the Administration requested \$58,448,000. Its presentation follows:

PROGRAM DIRECTION AND GENERAL SUPPORT

The Agency's central management functions, both domestic and overseas, are grouped under this heading.

PROGRAM AND POLICY DIRECTION

Program and policy direction are carried out by the Director, by the Office of Policy and Plans, by Area Directors and their staffs, and by USIS officers supervising country programs.

The Director and his Deputy are responsible for the overall planning and direction of the Agency's program. In addition to the Director's immediate staff, the Office of the Director includes an Executive Secretariat, an Operations Center and a Resource Analysis Staff.

The Office of Policy and Plans, under the Director's guidance, formulates information policies for the Agency. The Office obtains policy guidance from the White House and the Department of State, and maintains regular contact with other agencies of Government and private organizations. It provides basic themes and program emphases for the operating elements of the Agency and coordinates media output. It provides professional expertise on specialized topics such as national security and science. The Office undertakes planning in support of executive decisions and reviews plans of overseas missions and other Agency elements to assure that operations are consistent with policy objectives and priorities. This Office also operates centers for foreign correspondents in New York and Washington, D.C., to assist newsmen from abroad in reporting accurately on the American scene. The centers offer a reference service, aid foreign journalists in

arranging interviews of government officials, and provide photographs and background materials.

Assistant Directors for the Geographic Areas supervise the Agency's programs in or directed to countries in their respective areas.

Program Direction by Overseas Staffs. In addition to the Program and Policy Direction provided by the domestic offices, USIS Public Affairs Officers and members of their staffs provide direction in the field for 109 country programs involving operations at 192 posts.

The Agency also provides a small staff to assist the members of the *U.S. Advisory Commission on Information*. The staff prepares program materials for the Commission's quarterly reports to the Director of the Agency and for reports to Congress.

DIRECT ADMINISTRATION AND OTHER SUPPORT

Included in this section are the activities of several domestic elements—the Offices of General Counsel, Public Information, Security, Personnel and Training, and Administration—and of USIS staff members when engaged in the administrative functions required by their country programs.

The Office of the General Counsel conducts the legal affairs and Congressional relations of the Agency. It advises the Director and other Agency officials on the meaning and intent of laws, executive orders, international agreements, and decisions of law which affect the Agency's operations; on the legal authority concerning the Agency; and on legal implications of proposed activities. The Office represents the Agency in hearings arising on disputes on contracts, equal employment opportunity, and licensing. It also secures necessary rights clearances for the Agency's programs.

The Office of Public Information responds to questions from the American public concerning the purposes and operations of the Agency; prepares and issues news releases on appropriate activities, policies, and personnel actions; prepares the semiannual report to Congress; publishes a house organ ten times a year; and conducts public tours of the Voice of America studios.

The Office of Security directs and carries out all Agency security operations involving personnel, physical, and documentary security matters. As the investigative arm of the Agency, it evaluates and determines whether applicants for employment and prospective Agency contractors meet the security standards of the Agency, and conducts investigations and makes recommendations in all security matters.

The Office of Personnel and Training is responsible for the development and application of Agency domestic and foreign service personnel policy covering the recruitment, training, assignment and career development of Agency employees.

The Office of Administration provides central administrative services to the Agency domestically, and maintains arrangements with the Department of State for reimbursable administrative support services to the Agency's overseas op-

erations. The central administrative services supplied include: budgeting, fiscal operations, emergency planning, contract and procurement, central management, automatic data processing, property management, communications and records, travel and transportation arrangements, reproduction services, and certain field services.

Direct Administrative Servicing by Overseas Missions. Certain administrative costs and servicing functions are provided directly by USIS overseas missions in support of their country programs. Included in this category are rents, utilities, and maintenance of residential and non-residential space; certain communications charges; procurement of miscellaneous supplies, equipment, and furnishings; costs for maintaining general purpose vehicles; and the staff time required of USIS personnel to furnish administrative services.

A summary of FY 1972 and FY 1973 staff and resources for program direction and general support is presented below. The amounts provided include: a) costs of central management functions provided by domestic element; and b) overseas missions costs for direction and support, including allocated positions of home leave and transfer, training, and other world-wide support costs for staff engaged in these activities.

SUMMARY OF PROGRAM DIRECTION AND GENERAL SUPPORT

	1972 and 1973 positions	1972 estimate (thousands)	1973 estimate (thousands)
Program and policy direction—domestic program and policy direction:			
Office of the Director.....	41	\$874	\$868
Office of Policy and Plans.....	48	1,147	1,129
Offices of the Area Directors.....	102	2,504	2,502
U.S. Advisory Commission on Information.....	3	89	89
Total, domestic program and policy direction.....	194	4,614	4,588
Program direction by overseas staffs.....	466	7,046	6,961
Total, program and policy direction.....	660	11,660	11,549
Direct administration and other support—direct domestic support:			
Office of General Counsel.....	19	381	380
Office of Public Information.....	9	196	913
Office of Security.....	59	1,422	1,458
Office of Personnel and Training.....	126	2,315	2,276
Office of Administration.....	399	7,659	7,657
Total, domestic support.....	612	11,973	11,964
Direct administrative expenses of overseas missions.....	621	14,640	14,359
Total, direct administration and other support.....	1,233	26,613	26,323
Total, program direction and general support.....	1,893	38,273	37,872

¹ 1973 estimate. The estimates for 1972 position equivalents for program direction by overseas staffs is 470; and for direct administration for overseas staffs, 633 position equivalents.

ADMINISTRATIVE SUPPORT (FROM DEPARTMENT OF STATE)

The Agency reimburses the Department of State for a share of the cost of the Department's overseas administrative operations. The reimbursement is based on the administrative support provided USIS posts by the Department, both here and abroad. The FY 1973 estimate for the reimbursement is \$20,483,000.

The administrative servicing to be furnished to USIS posts by the Department in 1973 includes: (1) Communications, primarily telegraphic traffic and pouching, at an estimated cost of \$3,257,000; (2) Procurement, contracting, and other general services such as building operations, vehicle operations and maintenance, shipping and customs clearance, and the furnishing of administrative supplies, \$4,962,000; (3) A variety of other administrative support services including budget and fiscal, personnel, security, medical, and language and area training, estimated to cost \$4,762,000 in 1973; and (4) The Agency's share of the cost for the communications, procurement, and other services used directly by the Department of State's shared administrative support operation overseas, \$6,953,000.

The Department also provides administrative support for the Agency's radio relay stations, radio program centers, and regional press centers overseas; and furnishes several services in support of Agency operations in the U.S., such as translation and health room services.

A summary of FY 1972 and FY 1973 requests for Administrative Support is presented below.

SUMMARY OF ADMINISTRATIVE SUPPORT

[From Department of State]

	Fiscal year 1972 estimate	Fiscal year 1973 estimate
Support for overseas missions:		
1. Communications.....	\$3,133	\$3,257
2. Procurement, contracting, and general services.....	4,738	4,962
3. Other support for posts.....	4,606	4,762
4. Administrative operations.....	6,576	6,953
Total, support for overseas missions.....	19,053	19,934
Support for other agency operations.....	1,166	1,238
Deduct reimbursements.....	-659	-689
Total, direct obligations, administrative support.....	19,560	20,483

RESEARCH AND ASSESSMENT

The Agency systematically examines the effectiveness of its programs to ensure that they serve USIA objectives with maximum efficiency. This evaluation function is carried on primarily by the Office of Research and Assessment (IOR), which includes research, media reaction reporting, inspection and audit of overseas operations, special evaluations and analyses, the Agency library and historian; and by research activities of overseas posts.

SUMMARY OF RESEARCH AND ASSESSMENT ACTIVITIES
[Dollar amounts in thousands]

	1972 and 1973 positions	1972 estimate	1973 estimate
Office of Research and Assessment:			
1. Research studies.....	71	\$2,073	\$2,053
2. Inspection and audit.....	15	502	474
3. Agency library.....	37	604	604
4. Direction and support.....	21	555	526
Total, Office of Research and Assessment.....	144	3,734	3,657
Research activities of overseas missions.....	55	1,015	935
Total, research and assessment activities.....	199	4,749	4,592

Sec. 201(a)(2). Special foreign currency program

This subsection authorizes an appropriation of \$12,500,000 in foreign currencies owned by the United States Government and determined to be excess to the normal requirements of the United States. This amount was requested by the Administration. Its presentation follows:

The Agency's special foreign currency appropriation, together with the balances available from prior years is used for payments in U.S.-owned foreign currencies in those countries where the Treasury Department has determined that the supply of such currencies is excess to the normal requirements of the U.S. Government. For 1973, these "excess" countries are Burma, Guinea, India (and Nepal), Israel, Pakistan, Poland, Tunisia, the Arab Republic of Egypt, and Yugoslavia. The Agency will continue to make full use of foreign currencies to meet local program expenses in these countries in 1973.

The 1973 request is for \$12.5 million. \$500 thousand less than appropriated for 1972. This amount would permit continuation of the 1972 program in 1973 at approximately the same levels, and would provide for the built-in cost changes in wages, services, and maintenance of facilities. Positions funded for this account in 1973 would remain unchanged at a total of 994 local employees.

SALARIES AND EXPENSES (SPECIAL FOREIGN CURRENCY PROGRAM)—SUMMARY OF AVAILABILITY AND OBLIGATION REQUIREMENTS

	Available from prior years ¹	Actual or estimated appropriation	Comparative transfers to (—) or from dollar appropriation	Total obligating authority	Less actual or estimated obligations	Carryover to subsequent years
Fiscal year 1971:						
Excess currency countries.....	\$747,277	\$13,000,000	—\$1,590,600	\$12,156,677	\$10,936,796	\$1,219,881
Restricted currency countries.....	23,559			23,559	3,630	19,929
Total, 1971 actual.....	770,836	13,000,000	—1,590,600	12,180,236	10,940,426	1,239,810
Fiscal year 1972:						
Excess currency countries.....	1,469,881	13,000,000	—1,471,363	12,998,518	12,471,797	526,721
Restricted currency countries.....	19,929			19,929	10,650	9,279
Total, 1972 estimate.....	1,489,810	13,000,000	—1,471,363	13,018,447	12,482,447	536,000
Fiscal year 1973:						
Excess currency countries.....	776,721	12,500,000		13,276,721	13,276,721	
Restricted currency countries.....	9,279			9,279	9,279	
Total, 1973 estimate.....	786,000	12,500,000		13,286,000	13,286,000	

¹ Includes \$403,101 in 1971 and \$250,000 estimated in 1972 and 1973 resulting from the recovery of prior year obligations.

Note: An analysis showing the requirements for funding continuing 1972 programs in 1973 under the Special Foreign Currency appropriation appears with the Leadoff tab statement for the regular Salaries and Expenses appropriation.

Sec. 201(a)(3). Special international exhibitions

This subsection authorizes appropriations of \$5,036,000 for international exhibitions and fairs pursuant to the authority contained in the Mutual Educational and Cultural Exchange Act of 1961 as set forth in its presentation:

The U.S. Information Agency directs and coordinates certain government-wide activities pursuant to the provisions of this Act under Executive Order 11034 of June 25, 1962. Funds for the program are appropriated to the Agency on a no-year (available until expended) basis and may be allocated in part to other agencies for conduct of collateral activities.

The program conducted under these authorizations is currently focused on East Europe, the Soviet Union, and Berlin. The topical, rather than purely commercial, character of the exhibitions presented under this program extends its appeal to virtually all audiences. The program involves the development and presentation of exhibitions at international fairs and other selected locations, and special exhibitions circulated in accordance with cultural exchange agreements or ad hoc arrangements. The exhibits include, in addition to various aspects of American life and culture presented in American environments, seminars conducted by American specialists eminent in the particular exhibition's theme; bi-lingual American guides; libraries of publications pertaining to the theme; quality brochures for mass distribution; extensive coverage by other Agency media such as VOA; invitational press previews; guided tours for VIP and special groups. The exhibitions generate extensive local press, TV, radio, and newsreel coverage.

The Department of Labor, using funds allocated by the Agency, presents labor exhibits and seminars independently, and at international fairs, often in conjunction with Agency exhibitions. In these presentations, American experts discuss

industrial safety and hygiene, manpower, training, and similar subjects with their host country counterparts. These programs are coordinated closely with the Agency so as to complement USIS country plans.

The 1973 program request totals \$5,036,000, including the budget amendment to be proposed. It provides for eight exhibitions at international fairs in Berlin and five countries of Eastern Europe, three showings in the USSR of the Research and Development Exchange Exhibit, completing the scheduled six showings which began in FY 1972, and seven reshowings in Romania and Poland of former USSR exchange exhibits. The amount of \$1,552,000, projected as a budget amendment, is included in the request for advance costs to prepare and staff two showings for a new exhibition anticipated under the pending U.S./USSR Cultural Exchange Agreement for 1972 and 1973. A balance of \$1,798,000 will be requested in FY 1974 for this exhibit to complete the showing schedule, bringing total two-year funding for the project to \$3,350,000. The availability of FY 1973 funds will assure an exhibition staffed and ready for opening by May 1973. Without the funding in FY 1973, some 12 months would elapse before another exhibition could be presented following the last showing of "Research and Development" in the USSR. Negotiations for the new agreement are scheduled for March, 1972.

The Labor Mission allocation program provides for seminars at four international fairs in East Europe and four circulating exhibits to be shown at several sites in Yugoslavia, Argentina, Central America, and the Arabian Peninsula.

A summary of requests for these programs is presented below.

SPECIAL INTERNATIONAL EXHIBITIONS—DOLLAR AND SPECIAL FOREIGN CURRENCY ACCOUNTS
[Dollars in thousands]

Program	1972 and 1973 positions		1972 estimate		1973 estimate	
	American	Local	Projects/ showings	Amount	Projects/ showings	Amount
A. Fairs and exhibitions—U.S. Information Agency:						
1. Trade fairs.....			¹ 10	\$1,717	² 10	\$1,582
2. Reshowing of exchange exhibits in East Europe.....			7	443	7	477
3. U.S.S.R. exchange exhibits:						
(a) 6th series.....			3	1,556	3	738
(b) 7th series.....					2	1,552
4. Staff and general operating costs.....	58	6		1,218		1,245
Total, fairs and exhibitions.....	58	6	20	4,934	22	5,574
B. Labor missions—Department of Labor.....	6		8	223	8	239
C. Osaka World's Fair.....				53		
Total, obligations.....	64	6	28	5,210	30	5,813
Deduct reimbursements and balances applied.....				-1,504		-777
Total, appropriation and request.....				3,706		5,036

¹ Represents 7 exhibitions occurring in fiscal year 1972 and 3 projects requiring advance funding.
² Represents 8 exhibitions occurring in fiscal year 1973 and 2 projects requiring advance funding.

Sec. 201(a)(4). Acquisition and construction of radio facilities

This subsection authorizes an appropriation of \$1,000,000 for radio construction, repair and engineering research. This amount was requested by the Executive Branch as set forth in its presentation:

This authorization of appropriation provides funds on an available-until-expended basis for use in the continuing Agency program to improve the capabilities of VOA's world-wide broadcasting system.

The Kavala Relay Station is the only major project currently active. Construction is continuing on this \$28,000,000 project. The medium wave facility is expected to be completed and on-air in March 1972. The shortwave portion of the station is expected to be completed by July 1972 with an anticipated on-air date of August 1, 1972.

Funds in the amount of \$1,000,000 are requested in FY 1973 to provide \$900,000 for the continuing program of major improvements, replacements and repairs to maintain and improve the efficiency of existing facilities; and \$100,000 for the engineering research program for improvement of broadcasting techniques and facilities components. The maintenance and repair request includes projects that range in individual cost from under \$10,000 to \$160,000, and involve most of the VOA Relay Stations. The research funds are requested to continue ionospheric propagation research.

The 1972 and 1973 fund requirements within this appropriation are shown below.

RADIO CONSTRUCTION, REPAIR AND ENGINEERING RESEARCH, SUMMARY OF REQUIREMENTS

Purpose	1972 estimate (thousands)	1973 estimate (thousands)
Major construction projects:		
Greece construction (Kavala)	\$1,043	
Other major construction projects	380	
Total, major projects	1,423	
Engineering research	167	\$100
Major improvements, replacements and repairs	1,628	900
Total, funds	3,218	1,000
Less balances applied	-2,118	
Appropriations enacted and requested	1,100	1,000

Sec. 202. Providing certain basic authorities

Section 202 of the proposed legislation according to the executive branch—

would amend Title VIII of the United States Information and Educational Exchange Act to authorize specific items by adding new sections 804 and 805. Annual appropriation acts of the Agency have invariably included items which were not authorized in substantive legislation. Both the Standing Rules of the Senate and the Rules of the House of Representatives make such substantive legislation in an appropriation act subject to a point of order (Rule XVI-2 of the Standing Rules of the Senate and the Rules of the

House of Representatives make such substantive legislation in an appropriation act subject to a point of order (Rule XVI-2 of the Standing Rules of the Senate and Rule XXVI-2 of the Rules of the House of Representatives).

Therefore, the proposed legislation is, for the most part, a codification in basic legislation of administrative authorities which have regularly been made available in annual appropriation acts. In general, the proposals are identical with the language regularly included in such appropriation acts and do not constitute any new authority.

Sec. 804(1).

This subsection, described below, is similar to that included in the Agency appropriation acts since the establishment of the Agency in 1953 and does not constitute any enlargement of existing Agency authority.

The language authorizes the Agency to employ aliens abroad for service in the United States related to translation or narration. For example, it may not be possible to find in the United States citizens who have the proper accent or who are familiar with the up-to-date idiom of certain languages or dialects. In such instances the Agency can recruit and employ qualified narrators and translators directly from abroad.

No new authority.

Sec. 804(2).

This subsection is complementary to subsection 804(a) and simply authorizes the Agency to pay travel expenses of aliens employed abroad and their dependents to and from the United States and their countries of residence.

No new authority.

Sec. 804(3).

Agency appropriation acts have regularly included authority similar to that proposed in subsection 804(c) for entertainment within the United States. Under the proposed languages, expenditures for entertainment are authorized only when and to the extent specifically provided for in an appropriation act.

No new authority.

Sec. 804(4).

This subsection authorizes the Agency to secure liability insurance on official vehicles operated abroad. It is common practice for Embassy vehicles, both State Department and USIA, to carry liability insurance. In many foreign countries such insurance coverage is mandatory under local law.

The Comptroller General has ruled consistently that appropriated funds may not be expended, in the absence of statutory authority, to purchase insurance to cover the Government's possible tort liability (19 C.G. 798).

No new authority.

Sec. 804(5).

Agency appropriation acts have regularly included authority to settle tort claims in the manner authorized in the first paragraph of Section 2672 as amended, of Title 28 of the United States Code, when such claims arise in foreign countries. Without such authority only administrative settlement of domestic tort claims would be permitted because subsection (k) of Section 2680 of the Tort Claims Act excludes any claim arising in a foreign country.

No new authority.

Sec. 804(6).

This subsection, which is similar to authority regularly contained in Agency appropriation acts, permits the Agency to contract with aliens abroad. The nature of the Agency's program involving such varied activities as exhibits, lectures, periodical distribution, etc. requires the use of local contractual services.

Specific statutory authority is necessary for employment of personal services by contract as a result of numerous decisions of the Comptroller General (25 C.G. 579; 26 C.G. 468) to the effect that all employment of personal services must be by appointment in accordance with Civil Service and Classification laws or the Foreign Service Act of 1946 in the absence of statutory authority for employment by contract.

No new authority.

Sec. 804(7).

The Comptroller General has ruled (3 C.G. 828; 18 C.G. 238), that in the absence of specific statutory authority, appropriated funds cannot be used to purchase ice or drinking water. Agency appropriation acts have regularly contained such authority. No new authority.

Sec. 804(8).

The Comptroller General has held (19 C.G. 625), that in the absence of specific statutory authority therefor, appropriated funds are not available for payment of excise taxes on checks drawn on United States Government deposits in foreign banks. Agency appropriation acts have regularly included such authority.

No new authority.

Sec. 804(9).

Statutory authority exists for the transportation of remains of employees from abroad to the United States (22 U.S.C. 1136(8); 5 U.S.C. 5742). The transportation to their homes of the remains of persons serving abroad under grant or contract in Agency activities is not covered by existing statutory authority. The proposed subsection is similar to authority regularly included in Agency appropriation acts.

No new authority.

Sec. 804 (10), (11), and (12).

These subsections are similar to authority regularly included in Agency appropriation acts for rental and maintenance of office and residential quarters. In keeping with existing and past practices, leases may be made for a maximum of 5 years.

No new authority.

Sec. 804(13).

This subsection is identical to authority included in recurring Agency appropriation acts. Under this authority, Agency personnel attending international conferences abroad can be paid travel expenses and per diem at the rates established by the Secretary of State for the particular conferences without regard to the Standardized Government Travel Regulations.

No new authority.

Sec. 805.

This section, which is repetitive of technical language in recurring Agency appropriation acts, permits the Agency to charge the appropriation for the fiscal year in which travel begins for all expenses of such travel even though not concluded until sometime in the succeeding fiscal year.

No new authority.

Sec. 203. Limitation upon prior authorization requirement

According to the Executive Branch's analysis——

This section would assure that permanent appropriations under which payments are made directly from trust funds and other similar accounts in accordance with existing statutory authority are excluded from the application of section 407 of the Foreign Assistance Act of 1971. There are a number of such existing authorities. They include, for example, the use of proceeds from the sale to foreign governments of films owned or controlled by the United States Information Agency; the use of funds advanced from foreign governments to replace damaged Agency property; and the expenditure of funds received from non-Federal sources, primarily business concerns, for use at international exhibitions.

Sec. 204. Dissemination of information within the United States

This section prohibits the internal distribution of USIA materials. The Smith-Mundt Act, the basic authority for USIA, speaks only in terms of dissemination of information overseas, with the proviso that materials sent overseas be available for *examination* by the private media services and "on request, shall be made available to Members of Congress."

However, Acting Attorney General Richard G. Kleindienst recently ruled that, in his view, the purpose of the provision relative to the press and Members of Congress ". . . was to make USIA materials available to the American public, through the press and Members of

Congress." The exchange of correspondence between the Chairman of the Committee and Acting Attorney General Kleindienst follows:

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, D.C., March 28, 1972.

HON. RICHARD G. KLEINDIENST,
*Acting Attorney General,
Department of Justice,
Washington, D.C.*

DEAR MR. KLEINDIENST: My attention has been drawn to the proposed use on a number of New York Television stations of a film produced by the United States Information Agency entitled "Czechoslovakia 1968". This appears to involve an intent to violate the provisions of the United States Information and Educational Exchange Act of 1948, as amended. The Information Agency was created for the purpose of the dissemination abroad of information about the United States, its people, and policies. It was not created for dissemination of information in the United States.

The only exception to the domestic dissemination of material produced by the United States Information Agency of which I am aware is that authorized by P.L. 89-274, which contains language stating that nothing in that resolution is to be construed to establish a precedent for making other materials prepared by the United States Information Agency available for general distribution in the United States.

I ask that the Department of Justice take action forthwith to restrain the domestic dissemination of this film.

Sincerely yours,

J. W. FULBRIGHT, *Chairman.*

DEPARTMENT OF JUSTICE,
Washington, D.C., March 31, 1972.

HON. J. W. FULBRIGHT,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR FULBRIGHT: This is in response to your letter of March 28, 1972, concerning proposed showing of the United States Information Agency film entitled "Czechoslovakia 1968" on a number of New York television stations. We understand that the film is to be used as a portion of Senator Buckley's periodic televised reports to his constituents, and that the Senator obtained a print of the USIA film from the National Audiovisual Center, General Services Administration. USIA has informed us that it has an agreement with the Center under which it supplies selected copies of its films to the Center for distribution on a noncommercial, educational basis.

You state in your letter that the proposed showing appears to violate the United States Information and Educational Exchange Act of 1948, as amended. 22 U.S.C. 1431, *et seq.* You have also referred to P.L. 89-274, a 1965 statute relating to distribution of a USIA film about the late President Kennedy, indicating your view that that statute was the only exception to a prohibition of domestic dissemination of materials produced by USIA. You asked that the Department of Justice seek to restrain the proposed domestic showing of "Czechoslovakia 1968."

We have reviewed the applicable statutes and their legislative histories. While the question is not altogether free from doubt, it is our opinion that the proposed showing of "Czechoslovakia 1968" would not violate existing law. The second sentence of section 501 of the 1948 Act (22 U.S.C. 1461) provides that material disseminated abroad by USIA—

"shall be available in the English language at the Department of State, at all reasonable times following its release as information abroad, for examination by representatives of United States press associations, newspapers, magazines, radio systems, and stations, and, on request, shall be made available to Members of Congress."

This provision was added as an amendment during House floor debate. *Its apparent purpose was to make USIA materials available to the American public, through the press and Members of Congress.* See remarks of Representative Simpson, 93 Cong. Rec. 6991 (1947). The wording of the House amendment was slightly modified during Senate floor debate, but its purpose was left unchanged. 94 Cong. Rec. 248, 249, 267 (1948). This provision of the 1948 statute has not been amended.

The overall statutory mandate of USIA, as reflected in the first sentence of section 501 of the 1948 Act, is to "disseminate abroad" information about the United States. The legislative history of the 1948 Act and subsequent enactments—notably the 1965 statute concerning the Kennedy film—do reflect Congressional concern that USIA, as a federal tax-supported agency, not engage in domestic propaganda activities. Particularly in light of this history, it is clear *that USIA cannot actively engage in the domestic dissemination of its materials.* On the other hand, as noted above, USIA is required by statute to make its materials *available* upon request to the press or Members of Congress. In our view, therefore, the USIA's organic statute should be read to distinguish between active domestic dissemination by USIA of its materials, and merely making its materials available, thus harmonizing its potentially conflicting goals.

On its face, the second paragraph of P.L. 89-274 might perhaps be read to conflict with section 501 of the 1948 statute, particularly the language in the former to the effect that USIA materials are not to be made "available for general distribution in the United States." However, we do not believe that this language can properly be read to repeal the second sentence of section 501 of the 1948 Act, the USIA's organic statute, for several reasons. First, the legislative history of the 1965 statute does not reflect any express Congressional intention to repeal the 1948 statute, and, indeed, the debates reflect, in our view, some misconception about the existing law. Second, the 1965 statute and its history were concerned with broad domestic dissemination of its films by USIA. Congress did not then consider the existing practice of making USIA materials available to the press and to Members of Congress, pursuant to the 1948 Act. Finally, the relevant language of the 1965 statute is not cast as a statutory prohibition. By contrast, the 1948 statute imposes a clear statutory duty upon USIA.

Under our reading of the law, and in the present factual circumstances, we do not believe that the Department of Justice could or

should obtain a court order restraining the proposed showing of "Czechoslovakia 1968." The principal legal tests controlling the issuance of injunctive relief are likelihood of success on the merits of the case, and a showing of irreparable injury. For the reasons stated, we are convinced that we would not succeed on the merits in this instance. Moreover, under the circumstances, a single showing of this film in one area of the country could not, as we see it, be deemed irreparable injury. *In addition, although the situations are different in some respects, many of the considerations which led the Supreme Court to deny the Government's request to prevent publication of the Pentagon Papers are present here. See New York Times v. United States, 403 U.S. 713 (1971).*

It is true that existing law is somewhat unclear as to the standards governing domestic availability and distribution of USIA materials. In our judgment, generally speaking, current USIA practices in this respect are reasonable accommodations of complex and sometimes possibly conflicting directives from the Congress deriving from the 1948 statute, the 1965 statute, and other expressions of Congressional intent. However, it may be appropriate for USIA to reexamine its current practice of depositing selected films with the National Audio-visual Center without additional restrictions on domestic distribution.

Sincerely,

RICHARD G. KLEINDIENST,
Acting Attorney General.

This ruling is in the view of a committee a distortion of the legislative intent concerning the domestic distribution of USIA materials.

Authority for the public showing of the USIA film concerning the late President Kennedy required a special act of Congress. And in order to placate the genuine concerns expressed at the time that the showing of this film would pave the way for the wholesale distribution of USIA materials and propagandizing the American public, Congress stated the following in that act:

"It is further the sense of Congress that the expression of Congressional intent embodied in this joint resolution is to be limited solely to the film referred to herein and that nothing contained in this joint resolution should be construed to establish a precedent for making other materials prepared by the United States Information Agency available for general distribution in the United States."

It is difficult to understand how Congress could have stated its intentions more clearly. And yet, in view of the Acting Attorney's recent ruling, there is an obvious need for a specific prohibition against the domestic dissemination of any USIA materials.

This provision is a blanket prohibition barring public distribution of any and all materials produced by the United States Information Agency. In the future, special situations can be handled on a case-by-case authorization basis, as was the case with the Kennedy film.

Sec. 205—Restrictions on preparation and dissemination of information.

This amendment to the Information and Educational Exchange Act of 1948 prohibits any Government agency from preparing or dissemi-

nating information of any kind on behalf of a foreign government. In addition, it prohibits any Government agency from distributing abroad unattributed materials which it has prepared or assisted in preparing, whether such assistance was financial, technical or otherwise. The amendment defines the term "dissemination of information" to include "publication, broadcasting and telecasting of information."

In recent years the Committee was warned of U.S. Government agencies:

- preparing informational materials which have been attributed to foreign governments, such as in the case of Vietnam and Laos;
- funding by the Government of Radio Free Europe and Radio Liberty with no attribution to the U.S. Government;
- distributing general propaganda materials without attribution to the Government, as in the case of the comic book, "El Desengaño," dealing with urban terrorism, and distributed throughout Latin America; and
- preparing for and attributing informational materials to private U.S. companies overseas, such as in the case of an investment brochure recently prepared for and attributed to Texaco-Gulf in Ecuador.

These practices are deceptive and serve to undermine the basic tenets of the Information and Educational Exchange Act of 1948—an Act whose fundamental purpose was and still ought to be to inform the people of other countries about the United States.

The examples of unattributed material prepared by this or that Federal agency, of covert funding of radio broadcasts to Eastern Europe and the Soviet Union, of propaganda prepared by a Government agency and then attributed to a foreign government—all of this indicates how far we have strayed from the basic purposes and goals set forth in the 1948 Information Act.

The amendment serves to get our overseas information program back on the right track. It prevents these questionable practices from continuing and developing further. It gets us out of the propaganda business on behalf of other governments and requires that any information materials disseminated abroad by the U.S. Government be attributed to it.

TITLE III—ARMS CONTROL AND DISARMAMENT AGENCY (ACDA)

Sec. 301. Authorization of appropriations

Sec. 301 authorizes the appropriations of \$31,995,000 for the ACDA.

This amount is composed of \$22,000,000 for the regular functions of the ACDA for the fiscal years 1973 and 1974, and \$9,995,000 for fiscal year 1973 for seismic research only. Of the \$22,000,000, the ACDA proposes to request appropriations for \$10,560,000 for fiscal year 1973 and \$11,440,000 for fiscal year 1974.

The twelve-year history of appropriations and obligations, broken down by program operations and external research and field testing, is as follows:

UNITED STATES ARMS CONTROL AND DISARMAMENT AGENCY
SUMMARY OF APPROPRIATIONS AND OBLIGATIONS (JUNE 30)
(In thousands—fiscal year 1962–fiscal year 1973)

	Appropriations	Obligations		Total
		Program operation	External research and field testing	
Fiscal year:				
1962	\$1,831	\$1,229	\$600	\$1,829
1963	6,500	2,549	3,560	6,109
1964	7,500	3,341	4,034	7,375
1965	9,000	3,567	5,399	8,966
1966	10,000	¹ 3,893	5,809	9,702
1967	9,000	4,010	4,765	8,775
1968	9,000	² 4,484	4,500	8,984
1969	9,000	5,365	3,602	8,967
1970	9,500	6,940	2,510	9,450
1971	³ 8,645	6,924	1,708	8,632
1972	⁴ 9,000	7,433	1,567	9,000
1973	⁵ 10,000	7,800	2,200	10,000
Total	98,976	57,355	40,254	97,789

¹ Excludes appropriation transfer of \$35,000 to GSA.

² Excludes appropriation transfer of \$16,000 to GSA.

³ Includes appropriation supplemental (\$395,000) for civilian pay act increases. (\$272,000 from Public Law 91-231 and \$123,000 from Public Law 91-656.)

⁴ Includes 1972 budget amendment (\$264,000) for civilian pay act increases from Public Law 91-656. Does not include estimated pay increase costs of \$116,000 from Public Law 92-210, approved Dec. 22, 1971.

⁵ Does not include estimated pay increase costs of \$253,000 from Public Law 29-210, approved Dec. 22, 1971.

A comparison of the FY 1971–1972 authorizations and appropriations with those requested for FY 1973–1974 prepared by ACDA follows:

TITLE III—ARMS CONTROL AND DISARMAMENT
AGENCY

TABLE 1.—SUMMARY OF APPROPRIATIONS AND OBLIGATIONS FOR EXPIRING FISCAL YEAR 1971-72 AUTHORIZATION PERIOD

	1971	1972	Total
Appropriations:			
Fiscal year 1971-72 authorization	\$8,645,000	\$8,855,000	\$17,500,000
From original no-year authorization ¹		145,000	145,000
Grand total	8,645,000	9,000,000	17,645,000
Obligations:			
Program operation	6,923,720	7,433,000	14,356,720
External research	1,160,036	1,047,000	2,207,036
Field testing	548,193	520,000	1,068,193
Subtotal	1,708,229	1,567,000	3,275,229
Total obligations	8,631,949	9,000,000	17,631,949
Unobligated balance	13,051		13,051
Grand total	8,645,000	9,000,000	17,645,000

¹ Use of part of this residual authority was necessary to cover pay increases contained in Public Law 91-656, approved Jan. 8, 1971.

TABLE 2.—PROJECTED BREAKDOWN OF ESTIMATED APPROPRIATION REQUESTS FOR FISCAL YEAR 1973-74
AUTHORIZATION PERIOD

	1973 estimate	1974 estimate	Total
Program operation.....	\$7,800,000	\$8,000,000	\$15,800,000
External research.....	1,330,000	1,855,000	3,185,000
Field testing.....	870,000	645,000	1,515,000
Subtotal.....	2,200,000	2,500,000	4,700,000
Total.....	10,000,000	10,500,000	20,500,000
Estimated Pay Act costs.....	560,000	940,000	1,500,000
Grand total.....	10,560,000	11,440,000	22,000,000

The increases in the budget over the expiring two-year authorization are shown below together with the ACDA's justification for them:

Summary of increases—Fiscal years 1973-4 authorization (\$22.0 million) over fiscal years 1971-2 authorization (17.5 million).

Item	(Dollar amount in millions)
I. Mandatory pay acts (Incl. 1/8/71; 12/22/71; 10/1/72 (est.); and 10/1/73 (est.)).....	+2.1
II. External research and field testing.....	+1.4
III. New positions (10 in fiscal year 1973; 10 in fiscal year 1974).....	+1.5
IV. Wage and price increases.....	+1.3
V. Dollar revaluation abroad.....	+2.2
Total.....	+4.5

An increase in funding for the Agency's program operations in fiscal years 1973 and 1974 will be necessary to meet a growing workload, as well as to cover rising costs of Agency operations. The process of developing international agreements to control and limit arms will require active, complex negotiations at the Strategic Arms Limitation Talks (SALT), at the Geneva Conference of the Committee on Disarmament (CCD), and the United Nations General Assembly. At the CCD, following recent, successful negotiations on the Seabed Arms Control Treaty and the draft biological weapons convention, active discussions on chemical weapons limitations and a comprehensive test ban (CTB) are anticipated. Requirements may be placed on the Agency to participate in negotiations for mutual balanced force reductions (MBFR) in Europe and the proposed Conference on Security and Cooperation in Europe (CSCE). The Agency will also continue program operations in the following areas: implementation of the Nuclear Non-Proliferation Treaty (NPT) safeguards requirements; control of conventional arms transfers; assessment of the economic impact of defense expenditures and arms control; and limitations on military expenditures.

The projected level of funding for the Agency's external research and field testing activities reflects anticipated requirements growing out of SALT, MBFR, CTB, NPT, chemical weapons limitations and conventional arms control. The Agency is required under its Act (cf. 22 U.S.C. § 2571) to conduct a research program to acquire a fund of theoretical and practical knowledge concerning arms control and dis-

armament. This research program includes projects designed to provide an independent technical basis for developing and evaluating arms control proposals. For FY 1973 and 1974 we project expenditures of \$4.7 million for these purposes. (See the summary of projected external research and field testing programs for fiscal years 1973 and 1974 beginning on p. 24, and the table projecting requirements by research category on p. 33.) These expenditures will continue to reflect an emphasis on research in support of negotiations rather than on research aimed at generalized goals.

The current request represents what is required for ACDA's part in the government's effort to promote arms control as an effective instrument of national security and world peace.

The primary responsibility of ACDA for the conduct of the SALT negotiations is well-known and does not need to be elaborated on. So to a lesser degree is its responsibility to represent the United States at the Geneva discussions of the Conferences of the Committee on Disarmament and to participate in disarmament debates at the United Nations General Assembly. In the course of the preceding two fiscal years, ACDA has managed, or taken substantial part, in negotiations leading to the following agreements: the so-called "Accidents" and "Hot Line" agreements of September 30, 1971; the Seabed Arms Control Treaty, approved by the Senate on February 15, 1972; and the Convention prohibiting the development, production and stockpiling of biological and toxin weapons soon to be signed and submitted to the Senate. Besides the ongoing SALT negotiations prospective subjects for discussion concerns mutual and balance force reductions in Europe, control of chemical arms, controls on the transfer of conventional armaments, and a comprehensive test ban.

Committee comments

The Committee agrees that the ACDA can view this record with pride. Indeed, the only question this record raises is whether the ACDA is concentrating too much on negotiations and not enough on its other statutory responsibilities which are set forth in the 1961 Act as follows:

- (a) The conduct, support, and coordination of research for arms control and disarmament policy formulation;
- (b) The preparation for and management of United States participation in international negotiations in the arms control and disarmament field;
- (c) The dissemination and coordination of public information concerning arms control and disarmament; and
- (d) The preparation for, operation of, or as appropriate, direction of United States participation in such control systems as may become part of United States arms control and disarmament activities.

In the mid-sixties, the Committee began to be concerned that ACDA was emphasizing research—and in the Committee's view some irrelevant research—at the expense of negotiations, as the twelve-year table at the beginning of this section shows. This situation has now changed to such a degree that the Committee's concern is the reverse.

For FY 1973, out of \$10,000,000 the ACDA proposes to spend \$7,800,000 for program operations, which largely involve negotiations. The Agency testified that the SALT talks alone has been costing it about \$1,300,000 a year. The Committee certainly urges the Agency to continue strenuously exploring all avenues towards arms control. At the same time, however, ACDA has a duty to pursue diligently its other statutory tasks, even if this should necessitate future higher funding for the Agency. The Committee does not want to see the Agency become merely a specialized negotiating arm of the Department of State. Among useful research that ACDA could be pioneering is environmental warfare, especially weather modification, and the Committee urges the Agency to take the lead in this area with a view towards controlling such developments while there is still time.

Sec. 302 Seismic research

The Committee voted to approve the following amendment proposed by Senator Case:

Notwithstanding any other provision of law, \$9,995,000 of the amounts appropriated for fiscal year 1973 to carry out this Act (1) shall be obligated and expended only to conduct seismic research, and (2) shall not be transferred to any other agency.

A companion amendment by Senator Case to S. 3108, the military procurement authorization bill before the Senate Armed Services committee, would reduce by \$9,995,000 the amounts requested for research, development, test, and evaluation for the Defense Agencies and further specify that none of the funds appropriated under that Act be available to or for the Advanced Research Projects Agency, Department of Defense, to conduct seismic research.

The combined effect of the amendments is to transfer the responsibility for seismic research now carried out by the Defense Department to the Arms Control and Disarmament Agency.

Such a shift in responsibility was first considered when the Arms Control and Disarmament Agency was established in 1961 but in view of the newness of the Agency was not carried out. The Agency is now well experienced and has won the confidence of Congress and the public. This is a responsibility that it can well assume at this time. And it is certainly in its area of interest.

Seismic research is directed toward improving and developing those techniques by which the United States could monitor an comprehensive nuclear test ban treaty. This ability is involved in any negotiations toward such a treaty. Seismic research was once a high-priority program funded at its height in 1963 at \$41.4 million. For the coming fiscal year the Defense Department is proposing to spend \$9,995,000 on it. Former ACDA Assistant Director Adrian Fisher, at the hearing on this item, described the situation of leaving seismic research in the Defense Department as "a certain intellectual conflict of interest." He went on to explain—

With the greatest personal respect for all concerned in conducting that research, I must say that they have been put in a somewhat conflicting position. The DOD is an agency charged with developing and maintaining a nuclear weapons arsenal, and naturally looks at U.S. security from the point

of view of the continuing refinement of our weapons capability; at the same time it is given the responsibility for finding ways to refine our capability to monitor an agreement which would make it impossible for us to acquire and develop more and better nuclear weapons.

The fact that seismic research needs greater attention than being given currently was underlined by Senator Case's discussion of the amendment:

The Defense Department's responsibility for what is essentially an arms control measure inevitably conflicts with its primary military role.

I do not believe that Congress intended that the Defense Department should be in the position of both controlling the development of the means by which underground testing can be ended and serving as the advocate of the military importance of continued testing.

For almost 9 years, the United States and the Soviet Union have been deadlocked in the negotiation of an underground nuclear test ban treaty. One of the principal causes of this deadlock has been U.S. insistence upon, and Soviet resistance to, onsite inspections as a means of verifying compliance with such a treaty.

During this same period there have been great advances in the state of the art in seismic monitoring techniques. The potential of these discoveries is that the United States may be able to rely upon seismic means for verifying compliance and drop its insistence upon onsite inspections.

Has the Defense Department pursued and exploited the opportunities offered by these advances in a manner commensurate with our treaty obligation to do everything in our power to bring about an end to underground nuclear testing?

The Committee believes that the ACDA can and will give seismic research the boost it needs for our future requirements. Since a large amount of this research is contract research, and since the Director of ACDA, Gerard Smith, testified that he has expert personnel in this area, the proposed shift in responsibilities should not present many practical difficulties. It will be well worthwhile if improved research should bring some forward movement in the stalled discussions of a comprehensive test ban treaty.

The ACDA has submitted views in opposition to the proposed transfer which are printed on p. 42 of the hearings on the ACDA Appropriations Authorization.

While the Committee is disturbed at the low priority assigned seismic research by officials in the Defense Department, it has no desire to reflect on the work of the Advanced Research Projects Agency. It does, however, expect that there will be no duplication of this type of research by the Defense Department. The amendment represents a complete transfer of this effort, not a doubling of it. It also involves an ongoing legislative commitment on the part of the Congress to continue funding seismic research on an annual basis in the ACDA authorizing bill, since the amendment applies only to FY 1973.

TITLE IV—PEACE CORPS

Authorization of appropriations

The primary purpose of Title IV is to authorize an appropriation of \$77,000,000 for the fiscal year 1973 operations of the Peace Corps programs of ACTION, together with an additional authorization of \$5,000,000 for the purchase of excess foreign currencies.

The Committee rejected a request for a permanent authorization for Peace Corps operations. The Committee considered such a proposal inappropriate in view of the Peace Corps' long history of annual authorizations, coupled with the fact that the Committee has recently required periodic authorizations for both the Department of State and the United States Information Agency.

As a result of the current emphasis on the recruitment of skilled technicians, the Committee concluded that the activities of the Peace Corps are becoming quite similar to operations carried out under the technical assistance programs of AID. In view of this, the Committee considered, but did not act on, a proposal which would have established the Peace Corps as a unit within AID. The Committee agreed to study this question further and it is expected that separate legislation proposing such a merger will be introduced in the near future.

Section 401. Authorization of appropriations

This amends section 3(b) of the Peace Corps Act and authorizes an appropriation of \$77,000,000 for fiscal year 1973. This compares with a fiscal year 1972 authorization of \$77.2 million and an appropriation of \$72 million. In addition to the above appropriation, \$2.6 million was transferred from AID technical assistance funds, raising the total funds available to the Peace Corps in FY 1972 to \$74.6 million.

The following table compares the amount requested with the authorizations and appropriations of prior years:

PEACE CORPS—STATEMENT OF AUTHORIZATIONS AND APPROPRIATIONS

[In thousands of dollars]

	Request	Authorization	Appropriation
Fiscal years:			
1970.....	109,000	98,450	98,450
1971.....	98,800	98,800	90,000
1972.....	82,200	77,200	72,000
1973.....	88,027		

¹ \$2,600,000 was transferred from the Foreign Assistance Act in addition to this appropriation.

The Peace Corps intends to support 8,400 volunteers and trainees during the 1973 program year and expects to train 5,500 volunteers. This is an increase of approximately 1175 volunteers and 500 trainees over the previous program year.

Volunteers are presently serving in 57 countries and areas and the Peace Corps hopes to be in several more before the end of the 1973 program year. By areas and countries the volunteers and trainees are distributed as follows:

VOLUNTEER AND TRAINEES ON BOARD (AS OF DEC. 31)

	1969	1970	1971	1972 estimate
Africa:				
Botswana.....	53	60	80	76
Cameroon.....	50	64	78	98
Chad.....	52	45	51	56
Dahomey.....	32	43	38	61
Ethiopia.....	318	156	171	199
Gambia.....	18	39	55	75
Ghana.....	212	285	317	269
Ivory Coast.....	110	108	112	116
Kenya.....	243	295	301	236
Lesotho.....	50	27	22	33
Liberia.....	256	147	277	283
Malawi.....	140	50	20	38
Mali.....		1	16	13
Mauritania.....			6	6
Mauritius.....		23	20	18
Niger.....	71	71	86	78
Senegal.....	95	93	103	124
Sierra Leone.....	286	211	182	207
Swaziland.....	41	24	92	111
Togo.....	77	88	87	90
Uganda.....	72	70	82	114
Upper Volta.....	56	49	65	75
Zaire.....		9	75	116
Guinea.....	19	22		
Nigeria.....	66			
Somali Republic.....	42			
Total.....	2,359	1,980	2,336	2,492
Latin America:				
Brazil.....	405	334	256	277
British Honduras.....	28	42	38	39
Chile.....	201	109	42	82
Colombia.....	276	132	185	218
Costa Rica.....	57	102	92	108
Dominican Republic.....	68	40	56	79
Eastern Caribbean.....	163	168	171	143
Ecuador.....	112	114	194	208
El Salvador.....	58	67	62	85
Guatemala.....	75	77	104	112
Honduras.....	106	117	137	145
Jamaica.....	159	199	170	191
Nicaragua.....	28	50	67	84
Paraguay.....	66	70	56	75
Peru.....	101	220	194	119
Uruguay.....	22	14	8	16
Venezuela.....	164	129	199	224
Bolivia.....	133	130		
Guyana.....	55	24		
Panama.....	84	107		
Total.....	2,361	2,245	2,031	2,205
North Africa, Near East, East Asia, Pacific:				
Afghanistan.....	137	112	130	149
Fiji.....	109	98	92	117
India.....	452	433	318	302
Iran.....	200	153	127	166
Korea.....	118	174	228	245
Malaysia.....	313	403	363	343
Malta.....		7	6	8
Micronesia.....	390	286	295	314
Morocco.....	106	132	157	183
Nepal.....	126	143	147	179
Philippines.....	410	347	274	178
Solomon Islands.....			6	6
South Pacific Commission.....			1	1
Thailand.....	231	216	267	229
Tonga.....	31	40	47	68
Tunisia.....	136	84	109	118
Western Samoa.....	35	46	51	86
Ceylon.....	14			
Turkey.....	164	1		
Total.....	2,972	2,675	2,618	2,692

Their principal fields of activities are set forth in the following table:

	Volunteers ¹	Trainees ²	Man-years
Agriculture.....	1,488	1,170	1,520
Business development.....	169	140	180
Community development.....	237	245	314
Education.....	3,066	2,270	2,948
Environment.....	412	335	435
Health.....	503	395	514
Professional.....	378	290	380
Sports.....	283	225	290
Urban development.....	321	255	328
Other.....	128	175	229
Total.....	6,985	5,500	7,138

¹ As of Dec. 31, 1971.

² Estimated for fiscal year 1973.

On June 30, 1971, by Executive Order 11603, the Peace Corps was transferred to ACTION, an agency created by the Reorganization Plan No. 1, of 1971 which went into effect on July 1, 1971. ACTION programs have been divided into three major categories for management purposes. They are: International Programs, which consists of the Peace Corps; Domestic Programs, which include all domestic volunteers activities; and Support Programs, which include the recruitment, selection, and placement of all ACTION volunteers, program and policy evaluation and development, and across-the-board management and administrative functions.

The funds requested by the Peace Corps are expected to finance all the International Programs and part of the Support Programs.

The following table indicates the estimated budget amounts for fiscal year 1973, together with the comparable estimates for fiscal year 1972, and the actual amounts for fiscal year 1971:

PEACE CORPS

	Fiscal year—		
	1971 actual	1972 estimate	1973 estimate
I. Funds (obligations in thousands):			
A. Training:			
1. Training.....	\$11,344	\$10,823	\$14,107
2. Training support.....	3,285	1,290	2,590
Subtotal.....	14,629	12,113	16,697
B. Volunteer costs:			
1. International travel.....	5,932	5,138	7,200
2. Allowances.....	12,013	11,568	13,372
3. Other volunteer support.....	6,327	5,589	7,254
4. Readjustment allowance.....	7,581	7,462	8,067
Subtotal.....	31,853	29,757	35,893
C. Program support.....	22,545	20,030	19,610
D. Allocation of program support costs.....	15,997	12,700	14,828
E. Pay raises.....		517	999
F. Total funds.....	85,024	75,117	88,027

During the 1971 program year, the average direct cost of the various types of training was \$3,238 per trainee. The Peace Corps anticipates

a decrease to \$2,760 for program year 1972 trainees and \$2,670 for 1973 trainees. These decreases are attributed to the increasing use of in-country training, where the costs are less. The following is a breakdown of estimated total training costs for fiscal years 1973 and 1972, and the actual costs for 1971.

[In thousands of dollars]

	Fiscal year—		
	1971 actual	1972 estimate	1973 estimate
Training costs—Peace Corps:			
1. Regular contract.....	1,536	2,555	2,395
2. Peace Corps centers.....	903		
3. Peace Corps centers and host country.....	1,364		
4. Complete in-host country.....	4,445	4,092	6,439
5. Contract and in-host country.....	3,096	4,176	5,273
6. Training support.....	3,285	1,290	2,590
Total, training costs.....	14,629	12,113	16,697

Volunteer costs will increase approximately \$6 million in fiscal year 1973. These increases are shown in the following table:

VOLUNTEER COSTS

[In thousands of dollars]

	1971 actual	1972 estimate	1973 estimate
1. International travel.....	5,932	5,138	7,200
2. Allowances.....	12,013	11,568	13,372
Living.....	9,808	9,461	10,993
Settling in.....	629	647	837
Leave.....	1,576	1,460	1,542
3. Medical supplies and services.....	1,706	1,655	1,927
4. In-country travel.....	682	676	785
5. Supplies and equipment.....	430	405	471
6. Other support.....	3,509	2,853	4,071
Dependent's support.....	491	473	879
Vehicle procurement.....	231		237
Vehicle shipment.....	29		30
Bureau of employee compensation.....	681	693	962
Miscellaneous costs.....	2,149	1,687	1,963
7. Readjustment allowance.....	7,581	7,462	8,067
Total, volunteer costs.....	31,853	29,757	35,983

The projected program support costs for the Peace Corps were estimated at \$19,610,000. These costs do not include the allocated support costs of the combined ACTION operations. They represent the expenses of the international staff involved in the management and operations of Peace Corps programs overseas and in Washington and other direct support of the Peace Corps, such as, shared administrative support (Department of State), multinational volunteer grants, and research. The following is a table setting out the costs of these various programs.

PROGRAM SUPPORT COSTS

[In thousands of dollars]

	1971 actual	1972 estimate	1973 estimate
1. Personnel costs.....	12,186	10,885	10,300
2. Operating costs.....	6,653	5,335	5,185
3. Shared administrative support—Department of State.....	3,325	3,700	3,700
4. Multinational volunteer grants (title III).....	285	100	350
5. Research.....	96	10	75
Total, program support.....	22,545	20,030	19,610

Under the reorganization, all of the combined Support Programs of ACTION are organized to serve the entire agency and presumably cannot be identified specifically with either the Peace Corps or the Domestic Programs. However, for appropriation purposes the funds for ACTION will be divided into two bills; one for Peace Corps and one for the domestic activities. Given this requirement, ACTION has determined that the most equitable means of making a distribution of the program support costs is a proration on the basis of work-load as reflected by the permanent full-time personnel associated with the Peace Corps and the domestic programs. Based on such a computation, which is shown below, the Peace Corps share of these costs is \$14,828,000.

ALLOCATION OF PROGRAM SUPPORT COSTS

[Dollar amounts in thousands]

Fiscal year 1973 permanent positions:	
Peace Corps programs.....	\$748
Domestic programs.....	386
Support programs.....	595
Total.....	1,729
Total Peace Corps and domestic positions.....	1,134
Peace Corps as percentage of 1,134.....	65.9
Domestic positions as percentage of 1,134.....	34.1
Fiscal year 1973 combined support programs.....	\$22,500
Peace Corps programs share (22,500 times 65.9 percent).....	\$14,828
Domestic programs share (\$22,500 times 34.1 percent).....	\$7,672

Sec. 402.—Voluntary Service Programs

This amends section 301(b) of the Peace Corps Act to increase the limitation on expenditures authorized to encourage the development of international voluntary service programs from \$300,000 to \$350,000 and to make this limitation applicable to any fiscal year. The Peace Corps believes that this increase is necessary to insure the continued growth and expansion of the international volunteer efforts.

Mr. Blatchford, Director of Peace Corps, indicated during the April 7 hearings that:

This year's requested increase hopefully will help to offset the \$200,000 reduction we were forced to make in our contribution to the United Nations Volunteer Service Program due to the Peace Corps severe budget crisis.

The Committee takes note of Mr. Blatchford's intention and continues to urge the Peace Corps to broaden its scope and to work with other countries' volunteer services in a more multinational approach.

Sec. 403.—National Advisory Council

This abolishes the Peace Corps National Advisory Council 90 days after the enactment of this bill.

Sec. 404.—Authorization of Excess Foreign Currencies

This provision offered by Senator Pearson would authorize the appropriation to the Peace Corps for FY 1973 of \$5,000,000 in U.S.-owned foreign currencies which are excess to the needs of the United States. The Committee has always supported the maximum use of foreign currencies for official U.S. agency programs, particularly when the use of foreign currencies can result in savings in dollars. Section 17 of the Peace Corps Act urges that maximum use be made of excess foreign currencies in carrying out Peace Corps programs.

TITLE V—GENERAL AND MISCELLANEOUS PROVISIONS

Section 501. Certain Additional Authorizations of Appropriations

This section provides an authorization of appropriations for the fiscal year ending June 30, 1973, for a number of functions, activities and expenses of a nature that are difficult to determine in advance. One such category provided for in this authorization of appropriations covers increases in salary, pay, retirement or other employee benefits authorized by law which occur from time to time and require supplemental appropriations such as the Federal Employees pay increase of January 9, 1972, which is not included in the amounts requested in Section 101. This section would also authorize appropriations for nondiscretionary increases such as those resulting from the recent exchange rate realignments and appropriations required to finance new or expanded activities authorized by law or treaty which would take effect after the enactment of this legislation.

Section 502. Expression of Individual Views to Congress

This provision is designed to encourage Executive Branch witnesses before the Committee to be more candid in their testimony, particularly in responding to questions soliciting their personal views. The Committee should be able to obtain the frank views of officials of agencies for which it has oversight responsibility, even though they may run counter to official policy. If the hearing process is to be productive, the witnesses must be responsive. All too often Executive Branch witnesses seem to be afraid to respond candidly to questions put to them for fear of departing in any way from official policy. This provision will give them statutory encouragement to speak frankly to the Committee.

It is patterned after a provision in the National Security Act relating to testimony before Congress by the Secretaries of the military departments and by members of the Joint Chiefs of Staff.

Sec. 503. Repeal of Rhodesian Sanctions Provisions

This section proposed by Senator McGee would repeal Section 10 of the Strategic and Critical Materials Stock Piling Act which was added by Section 503 of Public Law 92-156, commonly known as the Rhodesian Chrome Amendment.

There is no current shortage of metallurgical-grade chrome ore, or chromite, for either defense or commercial purposes: (a) the Office of Emergency Preparedness with DOD agreement has declared excess to the strategic stockpile (a three-year supply of 3.1 million tons of

chrome ore for full-wartime purposes) almost $2\frac{1}{4}$ million tons, and the Senate has passed a bill, S. 773, to release 1.3 million tons; (b) the rate of drawdown of earlier stocks under PL 89-415 has only averaged some 165,000 tons annually over the last six years since the Rhodesian embargo; (c) U.S. total consumption of such chrome ore in 1970 was 911,000 tons and only ten percent of that went for direct defense, or strategic, purposes—at that rate the excess of $2\frac{1}{4}$ million tons would fill our *defense* needs under existing conditions for at least a dozen years.

The U.S. imported about one-third of its chromite from the Soviet Union for several years before the Rhodesian sanctions, partly because it has the world's highest ratio of chrome to iron—4 to 1, as distinct from Rhodesian ore's 3 to 1 ratio. No one disputes the future need for Rhodesian chromite, especially since the USSR seems to be exhausting its resources. However, the U.S. can do without either Rhodesian or Russian chrome ore for both defense and commercial purposes over at least the next three years.

The Rhodesian Chrome Amendment put the United States, for the first time, in a position of defying the UN Security Council. We were the first nation to break its formal adherence to UN sanctions. The effects of this action on the UN and on our relations with the African Continent have been serious.

It is too late to undo all the damage by Congress' unwise action last year, but reversal of the current U.S. posture will again pledge our support for the UN Security Council's decision and help improve our general relations with nations on the African Continent.

Section 504. Personnel Reduction

This section requires that by June 30, 1973, the total number of U.S. government personnel assigned abroad, other than personnel of the Department of State (including reimbursable personnel carried on the Department's rolls), members of the Armed Forces not assigned as attaches or to military aid activities and volunteers in the Peace Corps, be reduced by at least ten percent from the current levels. In addition, the amendment places a worldwide ceiling of 6,000 on the number of State Department personnel (including reimbursable personnel assigned to the Department) who can be stationed overseas at any one time.

According to the recent information available to the Committee, there are some 26,000 U.S. personnel overseas under the jurisdiction of diplomatic mission chiefs. Of this total, State Department personnel engaged in regular Department related activities number 3,409 or about 13 percent. If to this total are added those carried on the Department's rolls as reimbursable personnel, those whose duties actually are in behalf of other agencies such as A.I.D., U.S. Information Agency, and others, the State Department total increases to 5,809—but even this amount represents only 22 percent of the total.

By comparison there were:

- 5,047 AID personnel;
- 4,650 Defense Department personnel (excluding members of the Armed Forces);
- 8,372 Peace Corps personnel;
- 1,069 USIA personnel;
- 1,527 other Executive Branch personnel including Justice, Agriculture, Commerce, HEW, NASA and EXIM Bank.

In other words, for every State Department employee overseas there are four more employees from other government agencies. This situation indicates that our overseas missions have developed into miniature foreign policy establishments, drawn along the lines of Washington itself. Those Executive Branch agencies (other than State) which have a foreign-policy input in Washington—ranging from the Department of Defense to the Department of Agriculture—also have their representatives overseas, the only difference being that the representation is on a smaller scale.

This provision would begin to reverse this situation and start to reduce the number of government employees overseas to a more manageable level, while at the same time enhancing the power of the State Department to regain better control over our missions abroad.

This mandatory reduction reflects the Committee's concern over the proliferation of government personnel abroad. It recognizes that some reductions have been made in the last several years, but believes that substantially greater reductions could be made which would result in the more efficient and effective conduct of foreign affairs. This reduction should also have a favorable impact on the government's fiscal condition and our balance of payments problem.

The Committee views the ten percent reduction required as a minimum figure and expects that serious efforts will be made to reduce the overseas bureaucracy much further. The Committee will follow the implementation of this directive closely and expect to give careful study to the results during its consideration for authorization legislation for FY 1974. In addition, the Committee will expect the Department of State to provide a detailed justification in the FY 1974 presentation material of all U.S. personnel in each U.S. mission abroad to which 50 or more Americans are assigned.

Sec. 505. United Nations Headquarters Construction

Public Law 91-622 authorized a U.S. contribution of not to exceed \$20,000,000 for a U.S. contribution to help defray the costs of an expansion of the Headquarters of the United Nations. No funds have yet been appropriated for this purpose.

The U.S. contribution was to be the cornerstone of the entire financing arrangement for meeting the U.N.'s expanding space requirements. Since U.S. funds have not been provided, the problem, particularly for organizations such as UNICEF, are growing more critical. The Committee has included this section in the bill to reaffirm its concern about this situation and to urge that funds be made available to implement the expansion program, a project to which Congress gave its approval in 1970.

Section 506. Use of foreign currencies

This section amends Section 502(b) of the Mutual Security Act of 1954, as amended, which deals with expenditures of foreign currencies by Congressional committees. The currencies involved have been accumulated by the United States through the sale of surplus agricultural commodities (P.L. 480), the repayment of loans under the Foreign Assistance Act, the payment of interest on deposits of foreign currency in foreign banks, and from various other programs, including the sale of American surplus property.

Under present law, Members and employees of committees are authorized to draw not to exceed the equivalent of \$50 per day (exclu-

sive of transportation costs) in foreign currencies to meet their subsistence expenses in connection with official travel outside the United States.

Foreign currencies owned by the United States are divided into two categories; namely, "excess" and non-excess." Where the supply of a foreign currency is great enough to more than meet U.S. requirements for the next two years, the currency is designated as "excess" by the Department of the Treasury. At the present time there are eight so-called "excess" currency countries. They are: Burma, Guinea, India, Israel, Morocco, Pakistan, Poland, Tunisia, U.A.R. (Egypt), and Yugoslavia.

The foreign currencies in other countries are in the "non-excess" category, meaning that the supply is not adequate to meet U.S. requirements for two years. In most of these "non-excess" currency countries the United States Government must use dollars to purchase foreign currencies from commercial sources to pay for part of its operating expenses. Thus, when these foreign currencies are used in connection with Congressional travel, as has been done in the past, an equivalent amount of additional currency must be purchased with appropriated dollars to satisfy the expenditure requirements. During Fiscal Year 1971, for example, approximately \$770,000 was used for this purpose. Needless to say, the purchase of such currencies with appropriated dollars constitutes a balance of payments drain and also a net budgetary drain on the United States Government.

This amendment would have the effect of requiring expenditures made in connection with travel abroad to be financed directly out of appropriated funds, except in the so-called "excess" currency countries. In such countries the equivalent of not to exceed \$75 per day (exclusive of transportation costs) could be made available to each Member or employee to meet his subsistence expenses.

The amendment also prohibits the use of excess currencies to pay the expenses or fees of witnesses appearing before Congressional committees in the United States. This latter provision would result in Congressional committees paying witness fees out of their own funds at rates authorized by the Senate or the House of Representatives, as the case may be.

TITLE VI--STUDY COMMISSION RELATING TO FOREIGN POLICY

Section 601--Findings and Purpose

Section 601 states Congress' findings concerning the need for a study commission to provide a more effective system for the formulation and implementation of the nation's foreign policy.

"Congress finds that during the last quarter of a century there has been a proliferation of agencies of the United States Government with respect to the formulation, management, and conduct of, and the collection of information relating to, the nation's foreign policy. This proliferation has resulted in the diminution of both the President's and the Congress' respective powers with respect to the formulation and implementation of foreign policy, the less effective coordination and control of such policy, the distortion of traditional policy-making processes, and the waste of the taxpayers' money through overlapping of functions and duplication of effort."

Section 602—Commission on the Organization of the Government for the Conduct of Foreign Policy

Subsection (a) establishes a Commission on the Organization of the Government for the Conduct of Foreign Policy.

Subsection (b) sets forth the composition of the Commission and the procedure for the appointment of members.

The Commission shall be composed of twelve members, who shall be appointed as follows:

- (1) four members appointed by the President, two from the Executive Branch of the Government and two from private life;
- (2) four members appointed by the President of the Senate, two from the Senate and two from private life; and
- (3) four members appointed by the Speaker of the House of Representatives, two from the House of Representatives and two from private life.

Subsection (c) states that the Commission shall elect a chairman and a vice chairman from among its members.

Subsection (d) provides that seven members of the Commission shall constitute a quorum. Any vacancy in the Commission shall not affect its powers, and the vacancy shall be filled in the same manner in which the original appointment was made.

Subsection (e) authorizes members of the Commission who are not employed by the Government to receive \$145 a day (including travel time) during the times when they are engaged in the actual performance of their duties as members of the Commission.

It provides that members of the Commission who are officers or employees of the United States shall serve without additional compensation and that all members of the Commission shall be reimbursed for travel, subsistence, and other necessary expenses incurred in the performance of their duties.

Section 603—Duties of the Commission

Section 603 contains the mandate to the Commission. It orders the Commission to study and investigate the organization, methods of operation, and powers of all departments, agencies, independent establishments, and instrumentalities of the United States Government participating in the formulation and implementation of United States foreign policy and to make recommendations which the Commission considers appropriate to provide improved governmental processes and programs in the formulation and implementation of foreign policy, including, but not limited to, recommendations with respect to—

- (1) the reorganization of the departments, agencies, independent establishments, and instrumentalities of the Executive Branch participating in foreign policy matters;
- (2) more effective arrangements between the Executive Branch and Congress, which will better enable each to carry out its constitutional responsibilities;
- (3) improved procedures among departments, agencies, independent establishments, and instrumentalities of the United States Government to provide improved coordination and control with respect to the conduct of foreign policy;
- (4) the abolition of services, activities, and functions not necessary to the efficient conduct of foreign policy; and
- (5) other measures to promote economy, efficiency, and improved administration of foreign policy.

The Commission's mandate is broad and farreaching in keeping with the importance of the problems that it will consider. The Committee intends that the Commission shall study all aspects of the governmental system for making and conducting policy as well as current programs and activities relating to our foreign policy. The Committee expects the Commission to give special consideration to Congress-Executive Branch relationships, including, but not limited to, the issues of executive privilege, access to information, the security classification system, and more effective ways to further the intentions of the drafters of the Constitution concerning the coordinate-relationship of the Congress and the President in the formulation of foreign policy. With respect to the Executive Branch, it is the Committee's intent that the Commission shall consider the activities of all agencies and offices within the Executive Branch which have an impact on foreign policy or the conduct of our affairs abroad, including all inter-agency arrangements for the control and coordination of all matters relating to foreign policy.

Subsection (b) provides that the Commission shall submit a comprehensive report to the President and Congress, not later than June 30, 1974, containing the findings and recommendations of the Commission with respect to its study and investigation. Its recommendations may include proposed constitutional amendments, legislation, and administrative actions the Commission considers appropriate in carrying out its duties.

Section 604—Powers of the Commission

This section sets forth the powers of the Commission. It empowers the Commission or, on the authorization of the Commission, any subcommittee or member thereof, to hold hearings and sit and act at such times and places, administer oaths, and require, by subpoena or otherwise, the attendance and testimony of such witnesses and the production of such books, records, correspondence, memorandums, papers, and documents as the Commission or subcommittee or member may deem advisable. Subpenas may be issued under the signature of the chairman of the Commission, of any such subcommittee, or any designated member, and may be served by any person designated by the chairman or a member.

Subsection (b) authorizes the Commission to secure directly from any executive department, bureau, agency, board, commission, office, independent establishment, or instrumentality information, suggestions, estimates, and statistics for the purpose of this Act. Each such department, bureau, agency, board, commission, office, establishment, or instrumentality is authorized and directed to furnish such information, suggestions, estimates, and statistics directly to the Commission, upon request made by the chairman or vice chairman.

Sec. 605—Staff of the Commission

This section authorizes the Commission to appoint and fix the compensation of such personnel as it deems advisable, without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and without regard to the provisions of chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates.

Subsection (b) authorizes the Commission to procure the services of experts and consultants in accordance with section 3109 of title 5, United States Code, but at rates not to exceed the daily rate paid a person occupying a position at GS-18.

A staff of adequate size, composed of the best talent the nation has to offer, is essential to the successful fulfillment of the Commission's mandate. The Committee expects the Commission to take such steps as may be necessary to insure that it has a competent staff of sufficient size.

Sec. 606—Expenses of Commission

Section 606 authorizes the appropriation of such sums as may be necessary to carry out the provisions of this title.

**TITLE VII. TERMINATION OF HOSTILITIES
IN INDOCHINA**

Section 701, hereafter referred to as the Case-Church amendment, would bring about a total withdrawal of all American military forces from Indochina, provide an inducement for the release of American prisoners of war and an accounting of those Americans missing in action, and reinforce Title VI of Public Law 92-156 (known as the Mansfield amendment). It is also designed to give the President's program of Vietnamization the best possible chance for success.

The Case-Church amendment utilizes Congress' power of the purse. It prohibits the expenditure or obligation of funds for the maintenance or support of United States military forces in or over North or South Vietnam, Cambodia, or Laos, on or after December 31, 1972. This means that, beyond this explicit date, the purse strings will be drawn shut and there will be no financing of American armed forces for the purpose of engaging any further in the war on the Indochina peninsula, once an agreement is reached for the release of U.S. prisoners of war now held by the Government of North Vietnam and forces allied with that Government as well as an accounting for all Americans missing in action who have been held or known to be held by the North Vietnamese or its allies. The Committee is convinced that the best way to get American prisoners home, other than through a negotiated settlement, is to bring all of our troops, airmen, and sailors home. That is the objective of this provision.

Case-Church, on the other hand, does not prohibit the furnishing of military assistance nor the maintenance of traditional Military Assistance Advisory Groups (MAAGs) in the countries of Indochina. U.S. monies and materiel can be provided the various governments of Indochina, but participation by U.S. personnel shall be limited to small numbers of technicians responsible for the distribution and end-use checking of said monies and materiels only. Advisers of any kind are barred from involvement throughout Indochina, as they are already in Cambodia by Section 7 of Public Law 91-652 (known as the Cooper-Church amendment). There shall also be the normal diplomatic complement of military attaches.

The Case-Church provision, approved by a vote of 9-1, is the latest attempt by the Committee to bring about an orderly and rapid termination of our military involvement in the war in Indochina. It follows on the two Cooper-Church amendments which are now law.

These bar the introduction of U.S. ground combat troops into Laos, Thailand, and Cambodia, plus American military advisers in Cambodia. It follows the repeal of the Gulf of Tonkin Resolution. It follows the Mansfield amendment which passed the Senate three times last year and was enacted into law, setting a government policy to terminate U.S. military operations in Indochina by a date certain and withdrawing all our forces contingent upon the release of all American POWs. Another Cooper-Church amendment to end U.S. military involvement in Indochina was deleted from the Foreign Assistance Authorization bill by the Senate last October 28th by one vote.

The Case-Church provision is an example, too, of the Committee's efforts to restore the proper Constitutional balance between Congress and the Executive branch in matters of war and peace. In 1969, the Senate voted for the Commitments Resolution; on April 13, 1972, the Senate passed the War Powers bill, making explicit what the President can and cannot do vis-a-vis the Constitution in engaging the armed forces of the United States in hostilities.

The Committee believes that for American national interest to be served and for the President's policy of Vietnamization to succeed, America's allies in Indochina must be put to the test of defending themselves against hostile forces without U.S. military involvement and back-up support. Such a time is now, not five years or 20 years from now.

After so many years of U.S. participation in the Indochina war, it is the strong view of the Committee that the United States has fulfilled its commitment in arming and assisting as well as in engaging in combat for another country. In fact, the United States has done everything legitimately possible for South Vietnam to help it stand as a nation on its own two feet. If it is unable to do so now, neither the bombing of North Vietnam, the use of more devastating military tactics, or the continued presence of Americans will enable it to do so. If the South Vietnamese are to become self-reliant on the battlefield, then 1972 is the year for total American military withdrawal and for a total take-over of the war by the peoples of Indochina themselves.

COST ESTIMATES

Section 252(a)(1) of the Legislative Reorganization Act of 1970 requires that committee reports on bills and joint resolutions contain: "(A) an estimate, made by such committees, of the costs which would be incurred in carrying out such bill or joint resolution in the fiscal year in which it is reported and in each of the five fiscal years following such fiscal year . . ." The Act also requires that the committee's cost estimate be compared with any estimates made by a Federal agency.

The committee estimates that the cost of carrying out the provisions of this bill during FY 1973 will be approximately \$905,000,000 which is the amount of the authorizations of appropriations approved for the year. This bill contains only a one-year authorization for each of the agencies involved, except the Arms Control and Disarmament Agency for which a two-year authorization was provided. The Committee expects to review the operations of these agencies on an annual basis and to make such adjustments in authorizations of appropria-

tions as may be called for under the circumstances each time. The Committee has adopted a provision requiring a cutback in overseas personnel and established a commission which should result in improvements in the management of the nation's foreign affairs with consequent savings to the taxpayers. The Committee is, therefore, unable to make any realistic projection of costs over the next five years at this point. However, a straight line projection of the amounts authorized for this year, excluding the special one-time authorization for aid to refugees, would amount to \$4,525,000,000 without taking into account the effects of inflation or other unforeseeable factors.

The cost estimates supplied by the agencies are as follows:

DEPARTMENT OF STATE
[In millions of dollars]

	1973 ¹	1974	1975	1976	1977
Administration of foreign affairs.....	\$289.5	\$312.6	\$321.1	324.3	334.2
International organizations and conferences.....	188.3	212.0	230.8	250.8	272.9
International commissions.....	18.2	23.5	23.0	11.8	9.2
Educational exchange.....	59.2	61.9	64.4	67.1	70.2
Other.....	8.2	8.7	9.0	9.5	9.9
Total, Department of State.....	563.4	618.7	648.3	663.5	696.4

¹ Excludes budget amendments due to pay costs and dollar devaluation, totaling \$15,100,000. Above represents only known mandatory and nondiscretionary projections. No expansion of present programs or other similar increases are reflected.

PEACE CORPS—5-YEAR FUNDING AND PROGRAM PROJECTION : FISCAL YEARS 1973 THROUGH 1977

	1973	1974	1975	1976	1977
Funding (thousands).....	\$88,027	\$93,132	\$93,034	\$92,724	\$92,724
Program data:					
Trainee input.....	5,500	6,000	6,000	6,000	6,000
Man-years:					
Volunteers.....	7,138	7,380	7,290	7,200	7,200
Trainees.....	1,308	1,240	1,240	1,240	1,240
Total.....	8,446	8,620	8,530	8,440	8,400
Fiscal year end strength:					
Volunteers.....	7,000	7,250	7,160	7,070	7,070
Trainees.....	1,400	2,685	2,685	2,685	2,685
Total.....	8,400	9,935	9,845	9,755	9,755

¹ The above estimates represent simple projections of cost expressed in constant dollars at prices existing at the time the estimates are prepared. They are not intended to predict future economic conditions, and do not reflect possible changes in the scope or quality of the projected programs which might result from experience gained in actual practice. Further, the resources which might appropriately be applied in later years will require a reexamination of the relative priorities of this and other Government programs, in the light of economic and other circumstances then prevailing. Thus, the estimates do not represent a commitment as to amounts to be included in future budgets.

U.S. INFORMATION AGENCY

The U.S.I.A. estimates that for FY 1973-77 the cost of its programs and activities will total \$1,092,000,000.

ARMS CONTROL AND DISARMAMENT AGENCY

The ACDA estimates, that in addition to the FY 1973 and 1974 authorization contained in this bill, its requirements for FY 1975, 1976 and 1977 will be \$12,000,000, \$13,000,000, and \$14,000,000 respectively.

CHANGES IN EXISTING LAW

In compliance with subsection 4 of rule XXXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

Text of Public Law 885, 84th Congress (S. 2569), 70 Stat. 890, approved August 1, 1956, as amended by Public Law 86-707 (H.R. 7758), 74 Stat. 700, approved September 6, 1960, Public Law 86-723 (S. 2633), 74 Stat. 847, approved September 8, 1960, Public Law 87-565 (S. 2996), 76 Stat. 263, approved August 1, 1962, and Public Law 88-205 (H.R. 7885), 77 Stat. 391, approved December 16, 1963

AN ACT To provide certain basic authority for the Department of State

* * * * *

SEC. 15. (a) Notwithstanding any other provision of law, no appropriation shall be made to the Department of State under any law for any fiscal year commencing on or after July 1, 1972, unless previously authorized by legislation hereafter enacted by the Congress. *The provisions of this subsection shall not apply to, or affect in any manner, permanent appropriations, trust funds, and other similar accounts administered by the Department as authorized by law.*

* * * * *

Text of Public Law 73, 81st Congress (S. 1704), 63 Stat. 111, approved May 26, 1949, as amended by Public Law 250, 84th Congress (S. 2237), 69 Stat. 536, approved August 5, 1955, Public Law 85-477 (H.R. 12181), 72 Stat. 274, approved June 30, 1958, Public Law 85-524 (S. 1832), 72 Stat. 363, approved July 18, 1958, Public Law 86-117 (S. 1877), 73 Stat. 265, approved July 30, 1959, and Public Law 88-426 (H.R. 11049), 78 Stat. 424, approved August 14, 1964

AN ACT To strengthen and improve the organization and administration of the Department of State, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, [That there shall be in the Department of State in addition to the Secretary of State an Under Secretary of State, two Deputy Under Secretaries of State, and eleven Assistant Secretaries of State.] That there shall be in the Department of State, in addition to the Secretary of State, a Deputy Secretary of State, two Deputy Under Secretaries of State, and twelve Assistant Secretaries of State.

* * * * *

Excerpts from Title 5, United States Code

CHAPTER 53—PAY RATES AND SYSTEMS

Subchapter III—Executive Schedule Pay Rates

§ 5313. Positions at level II

Level II of the Executive Schedule applies to the following positions, for which the annual rate of basic pay is \$42,500:

(1) Deputy Secretary of Defense.

(2) [Under Secretary of State.] *Deputy Secretary of State.*

* * * * *

§ 5315. Positions at level IV

Level IV of the Executive Schedule applies to the following positions, for which the annual rate of basic pay is \$38,000:

* * * * *

(22) Assistant Secretary of State **[(11)]** (12).

CHAPTER 83—RETIREMENT

§ 8331. Definitions

For the purpose of this subchapter—

(1) “employee” means—

* * * * *

(H) an individual employed by Gallaudet College; **[and]**

(I) an individual appointed to a position on the office staff of a former President under section 1(b) of the Act of August 25, 1958 (72 Stat. 838); and

(J) an alien (i) who was previously employed by the Government, (ii) who is employed full time by a foreign government for the purpose of protecting or furthering the interests of the United States during an interruption of diplomatic or consular relations; and (iii) for whose services reimbursement is made to the foreign government by the United States;

Military Personnel and Civilian Employees' Claims Act of 1964

(3 U.S.C. 241(b)(1))

* * * * *

[(b)(1)] Subject to any policies the President may prescribe to effectuate the purposes of this subsection and under such regulations as the head of an agency, other than a military department, the Secretary of the Treasury with respect to the Coast Guard, or the Department of Defense, may prescribe, he or his designee may settle and pay a claim arising after the effective date of this Act against the United States for not more than \$6,500 made by a member of the uniformed services under the jurisdiction of that agency or by a civilian officer or employee of that agency for damage to, or loss of, personal property incident to his service. If the claim is substantiated and the possession of that property is determined to be reasonable, useful, or proper under the circumstances, the claim may be paid or the property replaced in kind. This subsection does not apply to claims settled before its enactment.]

(b)(1) Subject to any policies the President may prescribe to effectuate the purposes of this subsection and—

(A) under regulations the head of an agency (other than a military department, the Secretary of the Treasury with respect to the Coast Guard, the Department of Defense, or an agency or office referred to in subparagraph (B) of this paragraph) may prescribe for his agency or part thereof, he or his designee may settle and pay a claim arising after the effective date of this Act against the United States for not more than \$6,500 made by a member of the uniformed services under the jurisdiction of that agency or by a civilian officer or employee of that agency or in the case of ACTION, all of that part of ACTION

other than the office referred to in such subparagraph, for damage to, or loss of, personal property incident to his service; and

(B) under regulations the Secretary of State, the Administrator for the Agency for International Development, the Director of the United States Information Agency, the Director of the United States Arms Control and Disarmament Agency, the Director of ACTION with respect to the office of ACTION engaged primarily in carrying out the Peace Corps Act, and the Board of Directors of the Overseas Private Investment Corporation may prescribe for their agencies or, in the case of ACTION, for such office, he or his designee may settle and pay a claim arising after the effective date against the United States for not more than \$10,000 made by a civilian officer or employee of such agency or office for damage to, or loss of personal property incident to his service.

If the claim is substantiated and the possession of that property is determined to be reasonable, useful, or proper under the circumstances, the claim may be paid or the property replaced in kind. This subsection does not apply to claims settled before August 31, 1964.

Foreign Service Act of 1946, as amended

Text of Public Law 724, 79th Cong. [H.R. 6967], 60 Stat. 990, approved August 13, 1946; as amended by P.L. 73, 81st Cong. [S. 1704], 63 Stat. 111, May 26, 1949; P.L. 160, 81st Cong. [H.R. 5100], 63 Stat. 407, July 6, 1949; P.L. 759, 83d Cong. [H.R. 9910], 68 Stat. 1051, August 31, 1954; P.L. 22, 84th Cong. [H.R. 4941], 69 Stat. 24, April 5, 1955; P.L. 250, 84th Cong. [S. 2237], 69 Stat. 536, August 5, 1955; P.L. 726, 84th Cong. [H.R. 11356], 70 Stat. 555, July 18, 1956; P.L. 828, 84th Cong. [S. 3481], 70 Stat. 704, July 28, 1956; P.L. 85 462 [S. 734], 72 Stat. 203, June 20, 1958; P.L. 85-477 [H.R. 12131], 72 Stat. 261, June 30, 1958; P.L. 86-707 [H.R. 7758], 74 Stat. 795, September 6, 1960; P.L. 86-723 [S. 2633], 74 Stat. 831, September 8, 1960; P.L. 87-195 [S. 1983], 75 Stat. 424, September 4, 1961; P.L. 87-793 [H.R. 7927], 76 Stat. 832, October 11, 1962; P.L. 88-205 [H.R. 7885], 77 Stat. 379, December 16, 1963; P.L. 88-426 [H.R. 11049], 78 Stat. 400, August 14, 1964; P.L. 89-301 [H.R. 10281], 79 Stat. 1111, October 29, 1965; P.L. 89-308 [H.R. 4170], 79 Stat. 1129, October 31, 1965; Reorganization Plan No. 4 of 1965 [30 F.R. 9353, July 28, 1965]; P.L. 89-348 [S. 2150], 79 Stat. 1312, November, 1965; P.L. 89-504 [H.R. 14122], 80 Stat. 288, July 18, 1966; P.L. 89-554 [H.R. 10104], 80 Stat. 378, September 6, 1966; P.L. 89-673 [S. 2463], 80 Stat. 952, October 15, 1966; and P.L. 90-494 [S. 633], 82 Stat. 810, August 20, 1968; P.L. 90-206 [H.R. 7977], 81 Stat. 632, December 16, 1967; P.L. 91-201 [H.R. 14789], 84 Stat. 17, February 28, 1970; P.L. 91-231 [S. 3690], 84 Stat. 105, April 15, 1970; and P.L. 91-656 [H.R. 13000], 84 Stat. 1946, January 8, 1971.

AN ACT To improve, strengthen, and expand the Foreign Service of the United States and to consolidate and revise the laws relating to its administration.

* * * * *

TITLE V—APPOINTMENTS AND ASSIGNMENTS

Part A—Principal Diplomatic Representatives

APPOINTMENTS

SEC. 501. (a) The President shall, by and with the advice and consent of the Senate, appoint ambassadors and ministers, including career ambassadors and career ministers.

(b) The President may, in his discretion, assign any Foreign Service officer to serve as minister resident, charge d'affaires, commissioner, or diplomatic agent for such period as the public interest may require.

(c) On and after the date of enactment of the Foreign Relations Authorization Act of 1972, no person shall be designated as ambassador or minister, and no person shall use the title of ambassador, or be designated to serve in any position or use any title which includes either of those words, unless that person is appointed as an ambassador or minister in accordance with subsection (a) of this section or clause 3, section 2, of section 2, of article II of the Constitution, relating to recess appointments.

* * * * *

TITLE VI—PERSONNEL ADMINISTRATION

* * * * *

RECOMMENDATION FOR PROMOTION

[SEC. 623. The Secretary is authorized to establish, with the advice of the Board of the Foreign Service, selection boards to evaluate the performance of Foreign Service officers, and upon the basis of their findings the Secretary shall make recommendations to the President for the promotion of Foreign Service officers. No person assigned to serve on any such board shall serve in such capacity for any two consecutive years.]

SEC. 623. (a) The Secretary shall establish, with the advice of the Board of the Foreign Service, selection boards to evaluate the performance of Foreign Service officers; and upon the basis of their findings, which, except for career ambassadors and career ministers, shall be submitted to the Secretary in rank order by class or in rank order by specialization within a class, the Secretary shall make recommendations in accordance with the findings to the President for the promotion of Foreign Service officers. No person assigned to serve on any such board shall serve in such capacity for any two consecutive years.

(b) In special circumstances, which shall be set forth by regulations, the Secretary may recommend to the President the promotion of a Foreign Service officer who has received a recommendation for a promotion by a grievance panel.

* * * * *

FOREIGN SERVICE OFFICERS WHO ARE CAREER AMBASSADORS OR CAREER MINISTERS

[SEC. 631. Any Foreign Service officer who is a career ambassador or a career minister, other than one occupying a position as chief of mission or any other position to which he has been appointed by the President, by and with the advice and consent of the Senate, shall upon reaching the age of sixty-five, be retired from the Service and receive retirement benefits in accordance with the provisions of section 821, but whenever the Secretary shall determine it to be in the public interest, he may extend such an officer's service for a period not to exceed five years.]

PARTICIPANTS IN THE FOREIGN SERVICE RETIREMENT AND DISABILITY SYSTEM WHO ARE NOT CAREER AMBASSADORS OR CAREER MINISTERS ⁶²

[SEC. 632. Any participant in the Foreign Service Retirement and Disability System, other than one occupying a position as chief of mission or any other position to which he has been appointed by the President, by and with the advice and consent of the Senate, who is not a career ambassador or a career minister shall, upon reaching the age of sixty, be retired from the Service and receive retirement benefits in accordance with the provisions of section 821, but whenever the Secretary shall determine it to be in the public interest, he may extend such participant's service for a period not to exceed five years.]

FOREIGN SERVICE OFFICERS WHO ARE CAREER AMBASSADORS

SEC 631. Any Foreign Service officer who is a career ambassador, other than one occupying a position as chief of mission or any other position to which he has been appointed by the President, by and with the advice and consent of the Senate, shall be retired from the Service at the end of the month in which he reaches age sixty-five and receive retirement benefits in accordance with the provisions of section 821, but whenever the Secretary shall determine it to be in the public interest, he may extend such an officer's service for a period not to exceed five years. Any such officer who hereafter completes a period of authorized service after he reaches age sixty-five shall be retired at the end of the month in which he completes such service.

PARTICIPANTS IN THE FOREIGN SERVICE RETIREMENT AND DISABILITY SYSTEM WHO ARE NOT CAREER AMBASSADORS

SEC. 632. Any participant in the Foreign Service Retirement and Disability System, other than one occupying a position as chief of mission or any other position to which he has been appointed by the President, by and with the advice and consent of the Senate, who is not a career ambassador shall be retired from the Service at the end of the month in which he reaches age sixty and receive retirement benefits in accordance with the provisions of section 821, but whenever the Secretary shall determine it to be in the public interest, he may extend such participant's service for a period not to exceed five years. Any such officer who hereafter completes a period of authorized service after he reaches age sixty shall be retired at the end of the month in which he completes such service.

* * * * *

PART J—FOREIGN SERVICE GRIEVANCES

STATEMENT OF PURPOSE

SEC. 691. It is the purpose of this part to provide officers and employees of the Service and their survivors, a grievance procedure to insure the fullest measure of due process, and to provide for the just consideration and resolution of grievances of such officers, employees, and survivors.

REGULATIONS OF THE SECRETARY

SEC. 692. The Secretary shall, consistent with the purposes stated in section 691 of this Act, implement this part by promulgating regulations, and revising those regulations when necessary, to provide for the consideration and resolution of grievances by a board. No such regulation promulgated by the Secretary shall in any manner alter or amend the provisions for due process established by this section for grievants. The regulations shall include, but not be limited to, the following:

(1) Any grievant shall be entitled to file a grievance with the board for its consideration and resolution. For the purposes of the regulations—

(A) "grievant" shall mean any officer or employee of the Service, or any such officer or employee separated from the Service, who is a citizen of the United States, or in the case of the death of the officer or employee, a surviving spouse or dependent family member of the officer or employee; and

(B) "grievance" shall mean a complaint against any claim of injustice or unfair treatment of such officer or employee arising from his employment or career status, or from any actions, documents, or records, which could result in career impairment or damage, monetary loss to the officer or employee, or deprivation of basic due process, and shall include, but not be limited to, actions in the nature of reprisals and discrimination, actions related to promotion or selection out, the contents of any efficiency report, related records, or security records, and actions in the nature of adverse personnel actions, including separation for cause, denial of a salary increase within a class, written reprimand placed in a personnel file, or denial of allowances.

(2) (A) The board considering and resolving grievances shall be composed of independent, distinguished citizens of the United States well known for their integrity, who are not officers or employees of the Department, the Service, the Agency for International Development, or the United States Information Agency. The board shall consist of a panel of three members, one of whom shall be appointed by the Secretary, one of whom shall be appointed by the organization accorded recognition as the exclusive representative of the officers and employees of the Service, and one who shall be appointed by the other two members. However, if such two members are unable to agree on an individual to be appointed as the third member within ten days after the second of such two members is appointed, the Chief Judge of the United States Court of Appeals for the District of Columbia Circuit shall appoint the third member. If members of the board (including members of additional panels, if any) find that additional panels of three members are necessary to consider and resolve expeditiously grievances filed with the board, the board shall determine the number of such additional panels necessary, and appointments to each such panel shall be made in the same manner as the original panel. Members shall (i) serve for two-year terms, and (ii) receive compensation at the same rate paid an individual at GS-18 of the General Schedule under section 5332 of title 5, United States Code. Whenever there are two or more panels, grievances shall be referred to the panels on a rotating basis. Except in the case of duties, powers, and responsibilities under this paragraph (2), each panel is authorized to exercise all duties, powers, and responsibilities of the board.

(B) The board may obtain such facilities and supplies through the general administrative services of the Department, and appoint and fix the compensation of such officers and employees as the board considers necessary to carry out its functions. The officers and employees so appointed shall be responsible solely to the board. All expenses of the board shall be paid out of funds appropriated to the Department for obligation and expenditure by the board. The records of the board shall be maintained by the board and shall be separate from all other records of the Department.

(3) A grievance under such regulations is forever barred, and the board shall not consider or resolve the grievance, unless the grievance is filed within a period of six months after the occurrence or occurrences giving rise to the grievance, except that if the grievance arose prior to the date the regulations are first promulgated or placed into effect, the grievance shall be so barred, and not so considered and resolved, unless it is filed within a period of one year after the date of enactment of this part. There shall be excluded from the computation of any such period any time during which the grievant was unaware of the grounds which are the basis of the grievance

and could not have discovered such grounds if he had exercised, as determined by the board, reasonable diligence.

(4) The board shall conduct a hearing in any case filed with it. A hearing shall be open unless the board for good cause determines otherwise. The grievant and, as the grievant may determine, his representative or representatives are entitled to be present at the hearing. Testimony at a hearing shall be given by oath or affirmation, which any board member shall have authority to administer (and this paragraph so authorizes). Each party (A) shall be entitled to examine and cross-examine witnesses at the hearing or by deposition, and (B) shall be entitled to serve interrogatories upon another party and have such interrogatories answered by the other party. Upon request of the board or grievant, the Department shall promptly make available at the hearing or by deposition any witness under the control, supervision, or responsibility of the Department, except that if the board determines that the presence of such witness at the hearing would be of material importance, then the witness shall be made available at the hearing. If the witness is not made available in person or by deposition within a reasonable time as determined by the board, the facts at issue shall be construed in favor of the grievant. Depositions of witnesses (which are hereby authorized, and may be taken before any official of the United States authorized to administer an oath or affirmation, or, in the case of witnesses overseas, by deposition on notice before an American consular officer) and hearings shall be recorded and transcribed verbatim.

(5) Any grievant filing a grievance, and any witness or other person involved in a proceeding before the board, shall be free from any restraint, interference, coercion, discrimination, or reprisal. The grievant has the right to a representative of his own choosing at every stage of the proceedings. The grievant and his representatives who are under the control, supervision, or responsibility of the Department shall be granted reasonable periods of administrative leave to prepare, to be present, and to present the grievance of such grievant. Any witness under the control, supervision, or responsibility of the Department shall be granted reasonable periods of administrative leave to appear and testify at any such proceeding.

(6) In considering the validity of a grievance, the board shall have access to any document or information considered by the board to be relevant, including, but not limited to, the personnel and, under appropriate security measures, security records of such officer or employee, and of any rating or reviewing officer (if the subject matter of the grievance relates to that rating or reviewing officer). Any such document or information requested shall be provided promptly by the Department. A rating officer or reviewing officer shall be informed by the board if any report for which he is responsible is being examined.

(7) The Department shall promptly furnish the grievant any such document or information (other than any security record or the personnel or security records of any other officer or employee of the Government) which the grievant requests to substantiate his grievance and which the board determines is relevant to the proceeding.

(8) The Department shall expedite any security clearance whenever necessary to insure a fair and prompt investigation and hearing.

(9) The board may consider any relevant evidence or information coming to its attention.

(10) If the board determines that (A) the Department is considering any action (including, but not limited to, separation or termination) which is related to, or may affect, a grievance pending before the board,

and (B) the action should be suspended, the Department shall suspend such action until the board has ruled upon such grievance.

(11) Upon completion of the proceedings, if the board resolves that the grievance is meritorious—

(A) in the case of a grievance not relating to the promotion, assignment, or selection out of such officer or employee, it shall direct the Secretary to grant such relief as the board deems proper under the circumstances, and the resolution and relief granted by the board shall be final and binding upon all parties; and

(B) in the case of a grievance relating to any such promotion, assignment, or selection out, it shall certify such resolution to the Secretary, together with such recommendations for relief as it deems appropriate and the entire record of the board's proceedings, including the transcript of the hearing, if any. The board's recommendations are final and binding on all parties, except that the Secretary may reject any such recommendation only if he determines that the foreign policy or security of the United States will be adversely affected. Any such determination shall be fully documented with the reasons therefor and shall be signed personally by the Secretary, with a copy thereof furnished the grievant. After completing his review of the resolution, recommendation, and record of proceedings of the board, the Secretary shall return the entire record of the case to the board for its retention. No officer or employee of the Department participating in a proceeding on behalf of the Department shall, in any manner, prepare, assist in preparing, advise, inform, or otherwise participate in, any review or determination of the Secretary with respect to that proceeding.

(12) The board shall have authority to insure that no copy of the Secretary's determination to reject a board's recommendation, no notation of the failure of the board to find for the grievant, and no notation that a proceeding is pending or has been held, shall be entered in the personnel records of such officer or employee to whom the grievance relates or anywhere else in the records of the Department, other than in the records of the board.

(13) A grievant whose grievance is found not to be meritorious by the board may obtain reconsideration by the board only upon presenting newly discovered relevant evidence not previously considered by the board and then only upon approval of the board.

(14) The board shall promptly notify the Secretary, with recommendations for appropriate disciplinary action, of any contravention by any person of any of the rights, remedies, or procedures contained in this part or in regulations promulgated under this part.

RELATIONSHIP TO OTHER REMEDIES

SEC. 693. If a grievant files a grievance under this part, and if, prior to filing such grievance, he has not formally requested that the matter or matters which are the basis of the grievance be considered and resolved, and relief provided, under a provision of law, regulation, or order, other than under this part, then such matter or matters may only be considered and resolved, and relief provided, under this part. A grievant may not file a grievance under this part if he has formally requested, prior to filing a grievance, that the matter or matters which are the basis of the grievance be considered and resolved, and relief provided under a provision of law, regulation, or order, other than under this part.

JUDICIAL REVIEW

Sec. 694. Notwithstanding any other provision of law, regulations promulgated by the Secretary under section 692 of this Act, revisions of such regulations, and actions of the Secretary or the board pursuant to such section, may be judicially reviewed in accordance with the provisions of chapter 7 of title 5, United States Code.

* * * * *

United States Information and Educational Exchange Act of 1948, as amended

Text of Public Law 402, 80th Congress [H.R. 3342], 62 Stat. 6, approved January 27, 1948; as amended by Public Law 298, 82d Congress [S. 2077], 66 Stat. 43, approved April 5, 1952; Public Law 414, 82d Congress [H.R. 5678], 66 Stat. 276, approved June 27, 1952; Public Law 665, 83d Congress [H.R. 9678], 68 Stat. 862, approved August 28, 1954; Public Law 555, 84th Congress [S. 2562], 70 Stat. 241, approved June 4, 1956; Public Law 726, 84th Congress [H.R. 11356], 70 Stat. 555, approved July 18, 1956; Public Law 85-477, 85th Congress, 72 Stat. 261, approved June 30, 1958; Public Law 87-139, 75 Stat. 339, approved August 14, 1961; and Public Law 87-256, 75 Stat. 527, approved September 21, 1961

AN ACT To promote the better understanding of the United States among the peoples of the world and to strengthen cooperative international relations.

TITLE V—DISSEMINATING INFORMATION ABOUT THE UNITED STATES ABROAD

GENERAL AUTHORIZATION

SEC. 501. The Secretary is authorized, when he finds it appropriate, to provide for the preparation, and dissemination abroad, of information about the United States, its people, and its policies, through press, publications, radio, motion pictures, and other information media, and through information centers and instructors abroad. Any such [press release or radio script] information shall not be disseminated within the United States, its territories, or possessions, but, on request, shall be available in the English language at the Department of State, at all reasonable times following its release as information abroad, for examination by representatives of United States press associations, newspapers, magazines, radio systems, and stations, and, on request, shall be made available to Members of Congress.

* * * * *

RESTRICTIONS

Sec. 503. (a) In carrying out the provisions of this Act or any other law, no Government agency shall, directly or indirectly, prepare or assist in preparing for dissemination, or disseminate, information of any kind for, on behalf of, or in the name of, any foreign government.

(b) No Government agency shall prepare, or assist in preparing information, for dissemination abroad, unless the information prepared by that agency, or with the assistance of that agency, clearly indicates at the beginning of such information the name of the Government agency so preparing or assisting.

(c) For purposes of this section, the dissemination of information includes, publication, broadcasting, and telecasting of information.

* * * * *

TITLE VII—APPROPRIATIONS

GENERAL AUTHORIZATION

SEC. 701. Appropriations to carry out the purposes of this Act are hereby authorized. *The provisions of this section shall not apply to, or affect in any manner, permanent appropriations, trust funds, and other similar accounts administered by the Secretary or such agency as authorized by law.*

TITLE VIII—ADMINISTRATIVE PROCEDURES

* * * * *

BASIC AUTHORITY

Sec. 804. *In carrying out the provisions of this Act, the Secretary, or any Government agency authorized to administer such provisions, may—*

(1) *employ, without regard to the civil service and classification laws, aliens abroad for service in the United States relating to the translation or narration of colloquial speech in foreign languages when suitable qualified United States citizens are not available (such aliens to be investigated for such employment in accordance with procedures established by the Secretary or such agency and the Attorney General). Such persons may be admitted to the United States, if otherwise qualified, as nonimmigrants under section 101(a)(15) of the Immigration and Nationality Act (8 U.S.C. 1101 (a)(15)) for such time and under such conditions and procedures as may be established by the Secretary and the Attorney General;*

(2) *pay travel expenses of aliens employed abroad for service in the United States and their dependents to and from the United States;*

(3) *incur expenses for entertainment within the United States within such amounts as may be provided in appropriations Acts;*

(4) *obtain insurance on official motor vehicles operated by the Secretary or such agency in foreign countries, and pay the expenses incident thereto;*

(5) *notwithstanding the provisions of section 2680(k) of title 28, United States Code, pay tort claims in the manner authorized in the first paragraph of section 2672 of such title, when such claims arise in foreign countries in connection with operations conducted abroad under this Act;*

(6) *employ aliens by contract for services abroad;*

(7) *provide ice and drinking water abroad;*

(8) *pay excise taxes on negotiable instruments abroad;*

(9) *pay the actual expenses of preparing and transporting to their former homes the remains of persons, not United States Government employees, who may die away from their homes while participating in activities conducted under this Act;*

(10) *rent or lease, for periods not exceeding five years, offices, building, grounds, and living quarters abroad for employees carrying out this Act, and make payments therefor in advance;*

(11) *maintain, improve, and repair properties used for information activities in foreign countries;*

(12) *furnish fuel and utilities for Government-owned or leased property abroad; and*

(13) *pay travel expenses of employees attending official international conferences, without regard to sections 5701-5708 of title 5, United States Code, and regulations issued thereunder, but at rates*

not in excess of comparable allowances approved for such conferences by the Secretary.

TRAVEL EXPENSES

SEC. 805. Appropriated funds made available for any fiscal year to the Secretary or any such Government agency, to carry out the provisions of this Act, for expenses in connection with travel of personnel outside the continental United States, including travel of dependents and transportation of personal effects, household goods, or automobiles of such personnel, shall be available for all such expenses in connection with travel or transportation which begins in that fiscal year pursuant to travel orders issued in that year, notwithstanding the fact that such travel or transportation may not be completed until the following fiscal year.

* * * * *

Arms Control and Disarmament Act, as amended

Text of Public Law 87-207, 75 Stat. 631, approved September 26, 1961, as amended by Public Law 88-186, 77 Stat. 341, approved November 26, 1963, by Public Law 89-27, 79 Stat. 118, approved May 27, 1965, and by Public Law 90-314, 82 Stat. 129, approved May 23, 1968, and by Public Law 91-246, 84 Stat. 207, approved May 12, 1970, with annotations reflecting other pertinent statutes.

AN ACT To establish a United States Arms Control and Disarmament Agency

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APPROPRIATION

SEC. 49. (a) There are hereby authorized to be appropriated not to exceed \$10,000,000 to remain available until expended, to carry out the purposes of this Act. In addition, there is hereby authorized to be appropriated for the fiscal years 1964 and 1965, the sum of \$20,000,000, and for the three fiscal years 1966 through 1968, the sum of \$30,000,000, and for the two fiscal years 1969 through 1970, the sum of \$18,500,000, and for the two fiscal years 1971 and 1972, the sum of \$17,500,000, and for the two fiscal years 1973 and 1974, the sum of \$31,995,000, to remain available until expended, to carry out the purposes of this Act. Notwithstanding any other provision of this Act, not more than \$7,000,000 of the funds appropriated pursuant to the preceding sentence for fiscal years 1969 through 1970 may be used for the purpose of research, development, and other studies conducted in whole or in part outside the Agency, whether by other government agencies or by public or private institutions or persons: *Provided*, That this limitation shall not apply to field test activities conducted pursuant to the authority of this Act. *Notwithstanding any other provision of law, \$9,995,000 of the amounts appropriated for fiscal year 1973 to carry out this Act shall be obligated and expended only to conduct seismic research.*

The Peace Corps Act, as amended

Text of Public Law 87-293 [H.R. 7500], 75 Stat. 612, approved September 22, 1961, as amended by Public Law 87-442 [H.R. 10700], 76 Stat. 62, approved April 27, 1962; Public Law 87-793 [H.R. 7927], 76 Stat. 832, 865, approved October 11, 1962; Public Law 88-200 [H.R. 9009], 77 Stat. 359, approved December 13, 1963; Public Law 88-285 [S. 2455], 78 Stat. 166, approved March 17, 1964; Public Law 88-426 [H.R. 11049], 78 Stat. 400, 421, approved August 14, 1964; Public Law 88-448 [H.R. 7381], 78 Stat. 484, 490, approved August 19, 1964; Public Law 89-134 [S. 2054], 79 Stat. 549, approved August 24, 1965; Public Law 89-572 [S. 3418], 80 Stat. 764, approved September 13, 1966; Public Law 90-175 [S. 1031], 81 Stat. 542, approved December 5, 1967; Public Law 90-362 [S. 2914], 82 Stat. 250, approved June 27, 1968; Public Law 91-99 [H.R. 11039], 83 Stat. 166, approved October 29, 1969; and Public Law 91-352 [S. 3430], 84 Stat. 464, approved July 24, 1970

AN ACT To provide for a Peace Corps to help the peoples of interested countries and areas in meeting their needs for skilled manpower

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AUTHORIZATION

SEC. 3. (a) The President is authorized to carry out the programs in furtherance of the purposes of this Act, on such terms and conditions as he may determine.

(b) ~~There is hereby authorized to be appropriated to the President for the fiscal year 1971 not to exceed \$98,800,000~~ *There are authorized to be appropriated to the President for the fiscal year 1973 not to exceed \$77,000,000 to carry out the purposes of this Act: Provided however, That not to exceed \$500,000 of funds made available hereunder for fiscal year 1967 shall be obligated under contracts or agreements to carry out research: Provided further, That no such contracts or agreements shall be executed unless the research in question relates to the basic responsibilities of the Peace Corps. Unobligated balances of funds made available hereunder are hereby authorized to be continued available for the general purposes for which appropriated and may at any time be consolidated with appropriations hereunder. None of the funds authorized to carry out the purposes of this Act shall be used to carry out the Volunteers to America Program conducted under the Mutual Educational and Cultural Exchange Act of 1961, as amended (22 U.S.C. 2451 et. seq.), or any similar program involving the service or training of foreign nationals in the United States.*

(c) *There are authorized to be appropriated to the President for the purposes of this Act, in addition to funds otherwise available for such purposes, for fiscal year 1973, \$5,000,000 in foreign currencies which the Secretary of the Treasury determines to be excess to the normal requirements of the United States.*

* * * * *

TITLE III—ENCOURAGEMENT OF VOLUNTARY SERVICE PROGRAMS

SEC. 301. (a) The Congress declares that it is the policy of the United States and a further purpose of this Act (1) to encourage countries and areas to establish programs under which their citizens and nationals would volunteer to serve in order to help meet the needs of less developed countries or areas for trained manpower; (2) to encourage less developed countries or areas to establish programs under which their citizens and nationals would volunteer to serve in order to meet their needs for trained manpower; and (3) to encourage the development of, and participation in, international voluntary service programs and activities.

(b)(1) Activities carried out by the President in furtherance of the purposes of clauses (1) and (2) of subsection (a) of this section shall be limited to the furnishing of knowledge and skills relating to the selection, training, and programing of volunteer manpower. None of the funds available for use in the furtherance of such purposes may be contributed to any international organization or to any foreign government or agency thereof; nor may such funds be used to pay the costs of developing or operating volunteer programs of such organization, government, or agency, or to pay any other costs of such organization, government, or agency.

Not more than **[\$300,000]** *\$350,000* may be used in *any* fiscal year **[1971]** to carry out the provisions of clause (3) of subsection (a) of this section. Such funds may be contributed to educational institutions, private voluntary organizations, international organizations, and foreign governments or agencies thereof, to pay a fair and proportionate share of the costs of encouraging the development of, and participation in, international voluntary programs and activities.

(c) Such activities shall not compromise the national character of the Peace Corps.

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[PEACE CORPS NATIONAL ADVISORY COUNCIL]

SEC. 12. (a) The President may appoint to membership in a board to be known as the Peace Corps National Advisory Council twenty-five persons who are broadly representative of educational institutions, voluntary agencies, farm organizations, and labor unions, and other public and private organizations and groups as well as individuals interested in the programs and objectives of the Peace Corps, to advise and consult with the President with regard to policies and programs designed to further the purposes of this Act.

(b) Members of the Council shall serve at the pleasure of the President and meet at his call. They shall receive no compensation for their services, but members who are not officers or employees of the United States Government may each receive out of funds made available for the purposes of this Act a per diem allowance of \$50 for each day, not to exceed twenty days in any fiscal year in the case of any such member, spent away from his home or regular place of business for the purpose of attendance at meetings or conferences and in necessary travel, and while so engaged may be paid actual travel expenses and per diem in lieu of subsistence and other expenses, at the applicable rate prescribed by the Standardized Government Travel Regulations, as amended from time to time.】

The Strategic and Critical Materials Stock Piling Act (60 Stat. 596; 50 U.S.C. 98-98h)

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【SEC. 10. Notwithstanding any other provision of law, on and after January 1, 1972, the President may not prohibit or regulate the importation into the United States of any material determined to be strategic and critical pursuant to the provisions of this Act, if such material is the product of any foreign country or area not listed as a Communist-dominated country or area in general headnote 3(d) of the Tariff Schedules of the United States (19 U.S.C. 1202), for so long as the importation into the United States of material of that kind which is the product of such Communist-dominated countries or areas is not prohibited by any provision of law.】

【SEC. 11】 *Sec. 10.*

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Retained Provisions of the Mutual Security Act of 1954, as amended

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SEC. 502. USE OF FOREIGN CURRENCY.—(a) Notwithstanding section 1415 of the Supplemental Appropriation Act 1953, or any other provision of law, proceeds of sales made under Section 550 of the Mutual Security Act of 1951, as amended, shall remain available and shall be used for any purposes of this Act, giving particular regard to the following purposes—

- (1) for providing military assistance to nations or mutual defense organizations eligible to receive assistance under this Act;
- (2) for purchase of goods or services in friendly nations;
- (3) for loans, under applicable provisions of this Act, to increase production of goods or services, including strategic materials, needed in any nation with which an agreement was negotiated, or in other friendly nations, with the authority to use currencies received in repayment for the purposes stated in this section or for deposit to the general account of the Treasury of the United States;
- (4) for developing new markets on a mutually beneficial basis;
- (5) for grants-in-aid to increase production for domestic needs in friendly countries; and
- (6) for purchasing materials for United States stockpiles.

[(b) Notwithstanding section 1415 of the Supplemental Appropriation Act, 1953, or any other provision of law, local currencies owned by the United States, which are in excess of the amounts reserved under section 612(a) of the Foreign Assistance Act of 1961, as amended, and of the requirements of the United States Government in payment of its obligations outside the United States, as such requirements may be determined from time to time by the President, (and any other local currencies owned by the United States in amounts not to exceed the equivalent of \$50 per day per person exclusive of the actual cost of transportation) shall be made available to appropriate committees of the Congress engaged in carrying out their duties under section 136 of the Legislative Reorganization Act of 1946, as amended, and to the Joint Committee on Atomic Energy and the Joint Economic Committee and the Select Committees on Small Business of the Senate and House of Representatives for their local currency expenses: *Provided*, That each member or employee of any such committee shall make, to the chairman of such committee in accordance with regulations prescribed by such committee, an itemized report showing the amounts and dollar equivalent values of each such foreign currency expended and the amounts of dollar expenditures made from appropriated funds in connection with travel outside the United States, together with the purposes of the expenditure, including lodging, meals, transportation, and other purposes. Within the first sixty days that Congress is in session in each calendar year, the chairman of each such committee shall prepare a consolidated report showing the total itemized expenditures during the preceding calendar year of the committee and each subcommittee thereof, and of each member and employee of such committee or subcommittee, and shall forward such consolidated report to the Committee on House Administration of the House of

Representatives (if the committee be a committee of the House of Representatives or a joint committee whose funds are disbursed by the Clerk of the House) or to the Committee on Appropriations of the Senate (if the committee be a Senate Committee or a joint committee whose funds are disbursed by the Secretary of the Senate). Each such report submitted by each committee shall be published in the Congressional Record within ten legislative days after receipt by the Committee on House Administration of the House or the Committee on Appropriations of the Senate.】

(b) Notwithstanding section 1415 of the Supplemental Appropriation Act, 1953, or any other provision of law, local currencies owned by the United States, which are in excess of the amounts reserved under section 612(a) of the Foreign Assistance Act of 1961, and which are determined by the Secretary of the Treasury to be excess to the normal requirements of the United States, shall be made available to appropriate committees of the Congress engaged in carrying out their duties under section 136 of the Legislative Reorganization Act of 1946, and to the Joint Committee on Atomic Energy and the Joint Economic Committee and the Select Committees on Small Business of the Senate and House of Representatives for their local currency expenses. Any such excess local currencies shall not be made available (1) to defray subsistence expenses or fees of witnesses appearing before any such committee in the United States, or (2) in amounts greater than the equivalent of \$75 a day for each person, exclusive of the actual cost of transportation.

ADDITIONAL VIEWS OF SENATOR SPONG

After discussing for several years the need for authorizing legislation for the Department of State and U.S. Information Agency (USIA), Congress this year included in a foreign aid authorization bill a provision requiring periodic authorizations for the Department and USIA. I approve of the authorization requirement.

We now have before us the results of our first, limited authorization efforts. In view of the desire of the committee, myself included, to require such authorizing legislation and in view of the fact that this is the first year we have had it, I believe we should not attach the amendment relating to Southeast Asia to this bill. Essentially this bill deals with administration of the affected agencies. Policy, which the Southeast Asia amendment represents, can be more appropriately handled in other legislation.

For these reasons, I voted "present" when the amendment to terminate funds for activities in Southeast Asia on December 31, 1972, was considered in committee. I believe the Senate should express itself on Southeast Asia and have myself supported such an expression, in the form of the Mansfield amendment, on a number of occasions. I will support appropriate expressions in the future. I do, however, believe that it would be preferable for this authorization bill to be passed without policy amendments.

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